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Focus: Emergency Response Mechanisms

World Conference on
Natural Disaster Reduction

DHA at Work

Highlights on Rwanda

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DEPARTMENT OF HUMANITARIAN AFFAIRS

NATIONS UNIES
DEPARTEMENT DES AFFAIRES HUMANITAIRES

NACIONES UNIDAS
DEPARTAMENTO DE ASUNTOS HUMANITARIOS

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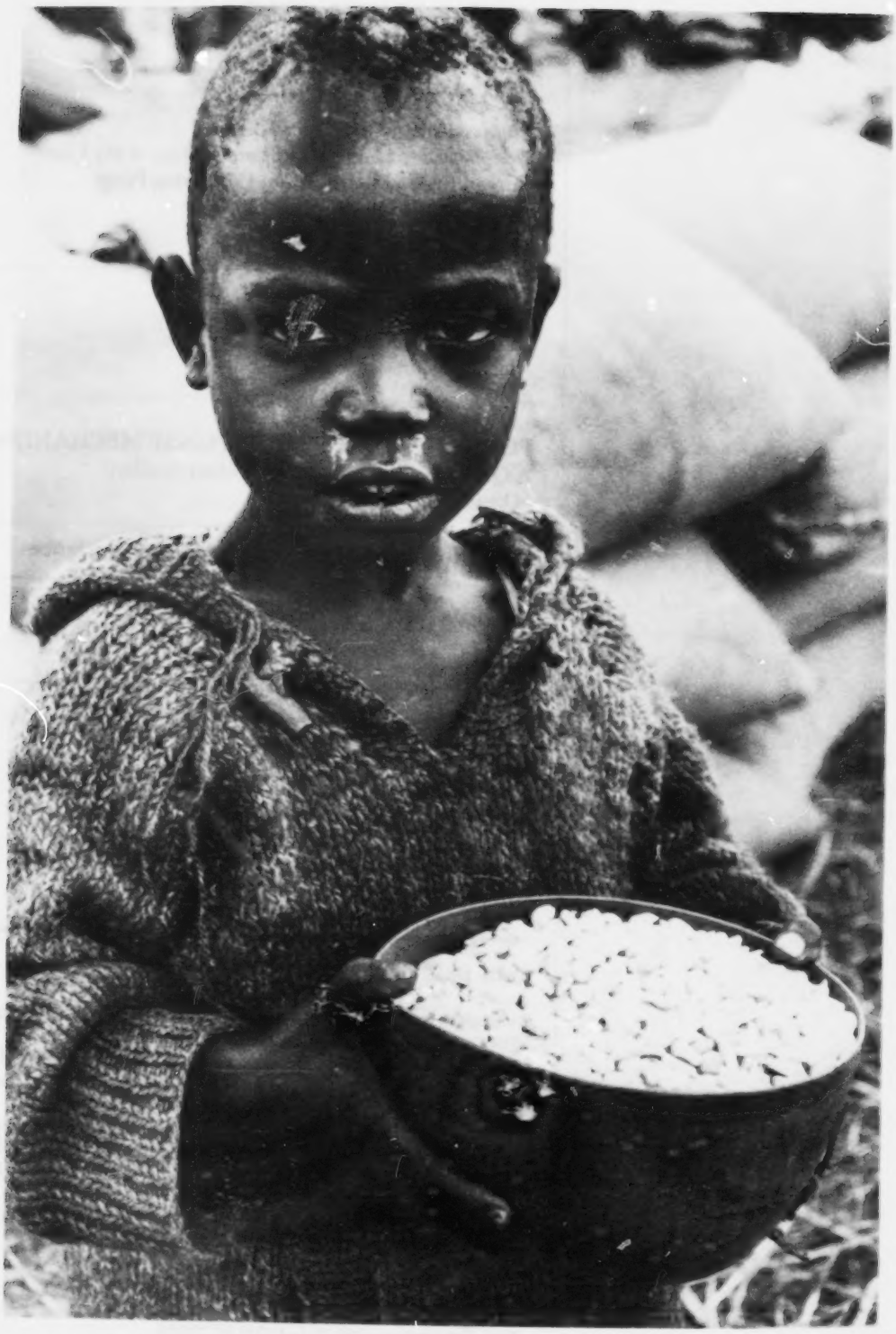

Photo: B. Press/UNHCR

Un massacre qui marquera l'histoire

Le conflit au Rwanda a été exceptionnellement horrible. Au cours des semaines qui ont suivi l'éclatement de la violence, les attaques incessantes que les milices ont dirigées contre la population civile ont fait d'immenses pertes et ont causé la mort de 300 000 à 500 000 Rwandais parmi les non-combattants, les femmes et les enfants sans défense étant abattus sans plus de pitié que les militaires. Plus de 500 000 Rwandais ont fui le pays pendant cette période, tandis que 2 millions de personnes au moins ont été déplacées dans le pays même. De ce fait, plus de 40% de la population totale du Rwanda a été massacrée ou a dû chercher le salut dans la fuite.

Le conflit a ravagé le Rwanda dans tous les domaines de la vie quotidienne. Le système de santé, déjà mis à rude épreuve par des taux de mortalité infantile et de mortalité maternelle élevés et par une épidémie de sida, s'est effondré. Le pourcentage de la population qui a accès à l'eau potable et à l'assainissement est inférieur à ce qu'il était avant le conflit. Le système d'éducation a été totalement paralysé, et les écoles sont vides. Les exploitations agricoles ayant été abandonnées et les marchés ayant été perturbés, il se confirme que la situation alimentaire est extrêmement grave.

Les organismes des Nations Unies et les organisations non gouvernementales (ONG) ont réagi rapidement pour fournir des secours humanitaires lorsque cela était possible.Le Département des affaires humanitaires (DAH) du Secrétariat de l'ONU, le Programme alimentaire mondial (PAM), le Fonds des Nations Unies pour l'enfance (UNICEF), le Programme des Nations Unies pour le développement (PNUD), l'Organisation mondiale de la santé (OMS) et l'Organisation internationale des migrations (OIM) ont tous établi des bases dans des localités stratégiques pour faciliter le franchissement des frontières et les secours aux réfugiés. Le Haut Commissariat des Nations Unies pour les réfugiés (HCR) a considérablement renforcé sa présence dans les quatre pays d'asile. Le Comité international de la Croix-Rouge (CICR) est resté présent à Kigali et dans d'autres villes du Rwanda pendant toute la période d'urgence. La

Distribution de rations alimentaires

Photo B. Press/UNHCR

Fédération des Sociétés de la Croix-Rouge et du Croissant-Rouge (ci-après dénomée la "Fédération") et une trentaine d'ONG ont également organisé des programmes de secours dans les principales zones opérationnelles.

Peu après l'éclatement de la catastrophe, l'Organisation des Nations Unies a créé le Bureau de secours d'urgence au Rwanda (BSUR) pour coordonner l'action entreprise afin de faire face à la situation sous la supervision du Coordonnateur humanitaire au Rwanda. La coopération étroite qui s'est alors instaurée entre les organismes des Nations Unies a débouché sur le lancement d'un appel "éclair" inter-institutions visant à mobiliser les ressources nécessaires pour faire face aux besoins les plus urgents jusqu'au 31 mai et sur l'élaboration d'un Plan de secours.

Pendant les premières semaines de la crise, l'accent a été mis sur l'aménagement d'abris, l'alimentation et la nutrition, l'eau, l'assainissement et la santé. Ces activités seront poursuivies par les organismes de secours humanitaire, mais il faudra aussi, en dépit de la situation qui règne en matière de sécurité dans différentes régions du pays, entreprendre parallèlement des activités de relèvement. Les vagues de Rwandais qui ont fui le pays ont porté le nombre total de réfugiés dans la région à sensiblement plus d'un million de personnes. Les afflux massifs de réfugiés qui se sont dirigés récemment vers la région de Goma, au Zaïre, montrent clairement que l'endroit où se trouvent les populations à secourir peut changer très rapidement, ce qui exige la mise sur pied d'une opération de secours souple et équilibrée. Une assistance doit être fournie aux personnes dans le besoin dès qu'elles peuvent être atteintes, et elle doit les suivre à mesure qu'elles traversent et retraversent quatre frontières internationales.

Un Appel interinstitutions commun, lancé le 2 août, à Genève, avec pour but de mobiliser 274 millions de dollars pour faire face aux besoins les plus urgents, portait sur la période allant de juillet à décembre 1994. Il définissait les secours à fournir en priorité dans les secteurs suivants: aide alimentaire, logistique, agriculture, santé, nutrition, eau et assainissement, éducation, aide aux réfugiés, environnement, matériel de première urgence, assistance spéciale aux groupes vulnérables, transit des personnes déplacées dans le pays et assistance multisectorielle aux rapatriés. Dans la révision de l'appel, le 1 septembre, le montant nécessaire pour faire face aux besoins s'élèvait à 552 055 246 dollars. Le montant des contributions annoncées était de 384 06 506 dollars ce qui portait a 69,6% le pourcentage des besoins couverts. ■

Plus d'un million de Rwandais sont venus se réfugié au Zaire en quelques jours.

Photo: P. Moumtzis/UNHCR

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FROM: S. PIAZZI, DHA/UNREO GOMA 20.7.04

RWANDA:

YESTERDAY P.M. DHA/UN REPRESENTATIVE TEAM CROSSED THE BORDER FROM GOMA TO GISENYI, THREE DAYS AFTER THE MORTAR SHELLING AND THE CROWD RUSH. MANY BODIES (50-60) ARE STILL ON THE ROAD ON THE ZAIRIAN SIDE, SOME OF THEM (WHAT IS LEFT) ARE STILL TRAPPED UNDER THE TYRES OF A BIG FUEL TANKER.... I THOUGHT I HAD SEEN HELL IN ETHIOPIA... THAT WAS NOT TRUE... THE ENTIRE ROAD IS COVERED WITH DEBRIS, DEAD ANIMALS, PERSONAL EFFECTS, MILITARY VEHICLES, FEW PRIVATE CARS, A FEW TOYS. AN ENORMOUS NUMBER OF HAND GRENADES ARE SCATTERED EVERYWHERE, ALONG WITH SELF-PROPELLED GRENADES, BOXES WITH AMMUNITIONS ARE OPEN AND SPREAD AROUND. THE HEAVY SMELL IS DISGUSTING. BOOBY TRAPS MIGHT HAVE BEEN PLACED.

AFTER BEING INSULTED BY A ZAIRIAN SOLDIER ACCUSING THE UN TO BE THE CAUSE OF THE MASSACRE, I NEGOCIATED THE PERMISSION TO WALK ON THE OTHER SIDE. THE SCENE IS THE SAME, BUT THERE ARE NO SIGNS OF HUMAN PRESENCE. AFTER 300 METERS WE SAW TWO CHILDREN (7-8 YEARS OLD) SITTING NEAR A DESTROYED CAR, A FEW COWS AND GOATS MOVING AROUND FREELY SEARCHING FOR FOOD. THE HOUSES AROUND US ARE EMPTY, THE WINDOWS ARE OPEN, BUT ALL AROUND US SEEMS TO HAVE BEEN STRUCK BY A TIDAL WAVE OR A TORNADO. GARDEN WALLS HAVE BEEN FLATTENED BY THE HUMAN WAVE.

AFTER AN ADDITIONAL FEW HUNDRED METERS WE HAD THE FIRST VISUAL CONTACT WITH SOME ARMED INDIVIDUALS AT ABOUT 300 METERS FROM US. BY THE BITS AND PIECES OF UNIFORMS THEY WEARED, WE DID NOT KNOW IF THEY WERE SOLDIERS, DESERTERS, REBELS OR BANDITS. NEVERTHELESS WE WENT ON AND WE MADE SIGN TO THEM TO APPROACH US. BOTH OF US WERE WEARING BULLETPROOF JACKETS, ONE OF US ALSO A BLUE UN MARKED JACKET.

A GROUP OF 8 PEOPLE CAME TOWARDS US. THEY PRESENTED THEMSELVES AS RPF FORCES AND THEY SPOKE ONLY ENGLISH. I INTRODUCED THE DHA TEAM AND OUR MANDATE AND REQUESTED TO SEE THE COMMANDER. A RADIO MESSAGE WAS SENT AND WE WERE REQUESTED TO WAIT.

AFTER 20, VERY LONG MINUTES, A GROUP OF ABOUT 15 PEOPLE REACHED US. THEY WERE LED BY A YOUNG OFFICER. WE SPOKE FOR ABOUT ONE AND A HALF HOUR. I EXPLAINED THAT IT WAS IMPORTANT TO ESTABLISH A CONTACT BETWEEN US IN ORDER TO BE ABLE TO ADDRESS THE HUMANITARIAN NEEDS IN NORTH-WEST RWANDA. THE DISCUSSION WAS FRIENDLY AND RAISED SEVERAL ISSUES. FOR ME IT WAS MOSTLY A CONFIDENCE BUILDING ACTION. WE DISCUSSED ABOUT THE CONDITIONS OF REFUGEES IN GOMA, CIVIL POPULATIONS REMAINING IN THE GISENYI REGION AS WELL AS POSSIBLE ASSISTANCE REQUIRED. WE AGREED TO MEET AGAIN NEXT MORNING...

(TELEX SENT ON 20 JULY 1994 BY SERGIO PIAZZI, MEMBER OF THE DHA/UN REPRESENTATIVE TEAM)

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From Goma to Gisenyi: The Longest Day of my Life

Sergio Piazzi

Interview given by Sergio Piazzi, a DHA Staff Member, upon his return in Geneva after a four-week mission in Rwanda.

In your telex of 20 July (see page 7), you said that hell in Ethiopia was nothing compared to what you had seen in Rwanda. Could you explain why?

In Ethiopia, during the 1985 famine, there was a lot of destruction. People were starving, people were dying but in dignity. The families stayed together, the children remained with their parents, and when someone died there was a funeral. The corpse was taken out of the camp, slowly, and the family of the dead would dig a grave and burry it. People came from other villages, waiting for food, waiting for assistance, but there was a certain order. In Ethiopia, there was a structure, that of the family. Also, the tragedy did not happen suddenly. In Rwanda, the tragedy occurred almost in a few seconds and the community structure exploded. Imagine more than one million people moving in three days. It was a tragedy which occurred all of a sudden and which was concentrated in time and space, two key factors. A human wave, like a "tsunami of people" moving ahead and finding themselves trapped in a bottle neck that was Goma. It was the only road coming down from the last stronghold of the Government along the valley, lake Kivu in front of them prevented them from moving further.

All these people moved in three days?

Yes.They started moving and crossed the border because they were afraid, because they were terrified by the propaganda of the previous Government which was using a radio to spread the message that when the front arrived they would be slaughtered. This created panic. People feared for their security and since military action was going on, they could hear the sounds of fighting, of shelling. They moved like an enormous wave and the army, disbanded, moved along ...

I would like to get back to the comparison with Ethiopia, where famine was The Tragedy.

In Ethiopia, people were together. In Rwanda, all existing systems were destroyed. Each individual was fighting for his own life. People were killed by the crowd. People were run over by trucks driving through the crowd escaping the shelling. It was the apocalypse...

And then you crossed the border?

Yes, crossing the border from Goma into Gisenyi: the longest day of my life.

Three days after the Patriotic Front had taken Gisenyi we needed to know what was going on, on the other side. Since the fall of Gisenyi, the people at the border who were inside had disappeared and we had no sign of life from the border area so I decided to cross the border, to cross the frontline and see what was going on over there.

"Death was the sign of the disaster"

This was part of my coordination mission. So I took the road which leads to the border which is about 400 m down the town of Goma. Gisenyi and Goma are the same town divided by a political border. In normal time, Goma had a population of 100,000 people and Gisenyi, of 20,000. All

of a sudden more than one million people crossed the border in three days. When I said that it was the longest day of my life... it is not only what you see, not only what you hear, it is what you smell, the sensation on your skin because you walk through a total destruction, everything around you is dead, bodies everywhere with broken bones, some already rotten. I had the feeling they were going to explode... These people were killed by the shelling of the mortars or by the crowd running away in panic.

"Dead people everywhere"

I was walking down this road towards the lake. In the middle of the road there was a dead body. A little bit further, there were two dead children but someone had put them more or less on the side... then there was another body with broken arms, broken shoulders, broken neck, then there were 50-60 bodies... all dead. They were hit by grenades. They were crossing the border at the moment of the shelling... Then I reached the border and it was just like the apocalypse. Weapons everywhere. The soldiers were passing and throwing weapons away, kalachnikovs, bazukas, grenades, a lot of hand grenades, piles of them everywhere, a lot of weapons. I was there surrounded by dead bodies. I had to pay attention to where I was walking because of unexploded hand grenades. It was like a mountain of garbage, but it was not garbage. It was just the personal belongings people left behind them as they escaped. Passports, checkbooks, things that you could see in everyday life. Smoke was coming out of these things and there was a terrible silence, the smell of dead bodies, which was really disgusting, and of dead animals, cows, goats, in the midst of the bodies, and all this contrasted with the beautiful landscape. There was the lake, lots of beautiful villas. It looked like paradise, but as you walked along you saw the destruction. All the windows were opened, the wind was blowing through the curtains, smoke was coming out of an old fire, cars were half destroyed in the middle of everything, and some goats, probably left by refugees, were looking for food and water. Then I met two children, they were lost, abandonned in this total chaos.

At that very moment, in the midst of all this horror, where was the relief? Was there relief provided on the spot?

I was the first person who had decided to cross. There had been no contact from the shelled area since the fighting had started. I had decided to see what had happened to those who had not crossed the border. There was nobody so I walked a couple of kilometres until I entered the town of Gisenyi. I saw people with guns. I established a contact with them from a distance until they came near me. I think they were surprised to see me. They were not expecting someone to come from the other side wearing a UN jacket to establish a contact with them. They were Rwanda Patriotic Front soldiers coming from Uganda. I had to be extremely strong in such an atmosphere because I was in the operational area on the Front Line. So I went there and I said that I was from the UN and wanted to talk to their commander.

Describing the extent of horror he had witnessed, USG Peter Hansen described dead bodies piled up as "human blockades".

Yes. That was two or three days later. At a one point, people did not have enough water to survive. They were exhausted and fed up.They saw so many people dying around them. You could see in some people's eyes that they were going to die within a few minutes. You could see a six old months baby trying to get milk from his

Photo:
B. Press/UNHCR

Photo P. Moumtzis/UNHCR

Fleeing ethnic violence, an estimated 250,000 Rwandese swept into Tanzania over a 24-hour period in the largest and fastest refugee exodus UNHCR has ever witnessed.

mother's breast but the mother was dead, a two years old child trying to wake up his mother but the mother was dead. **You could see a French soldier taking the body of a baby and putting it very gently in a truck and somebody else grabbing another body and throwing it in the same truck as if it were garbage.** You drove and you saw a truck in front of you, and you didn't realize what it was, you just saw a truck, and then you looked closer, and you saw a hand and a foot coming out. There were 30 trucks working 24 hours a day. Just imagine how many bodies... in each truck, each day...

Can you tell us few words about the role played by the French and their "replacement" by UNAMIR?

Their assistance in the Goma crisis was unique. Without them, we would have been in an even more difficult situation. They did a great job. But we must also give time to the other Member States to react together and find a military force that could be deployed in the framework of UNAMIR II to replace the French position. But again it is difficult, and also, politically to be discussed. The French and UNAMIR worked under two different legal status. **The French had a very strong deterrent capacity in terms that they had the responsibility to do something and they had the authority to do it because they were operating under Chapter 7 of the UN Charter and they could use force if necessary to protect the people.** In the case of UNAMIR I, and I understand that UNAMIR II will not be different from UNAMIR I, they are as "observers" under Chapter 6. The refugees know the difference. If somebody tried to attack a convoy the French could shoot back to protect the people. According to Rwandese, when UNAMIR witnessed the attack of a group, they prepared a report and this did not help.

So does it mean that 100 000 people can die until the report is ready? They cannot stop it?

It is not the fault of the soldiers, this is the mandate that the international community has entrusted them with.

You were there for one month. Do you think you have helped in some way, as part of the UN family, what is your feeling?

My feeling is that we have helped as UN to save the lives of some of these people and to bring this tragedy to the attention of the international community. **I feel I have done as much as I could with the tools I have been provided with.**

One of the criticisms that keeps coming back in the media is that the UN has reacted too late ...

I would not blame the UN. I would rather turn to the Member States. As was the case in Irak, no State will give you the money to preposition material or to help until the refugees become "visible". **The states react only when the refugees are**

there. Does it mean it is already too late? That raises the major issue of preventive diplomacy. In Irak we asked the same to preposition goods and we had to invent this idea: "If 200,000 people come we need this..." In Rwanda it was exactly the same. Until we said that people might be moving, there was very little reaction. Most Member States, reacted only once the disaster occurred, and, before reacting, they did not entrust the UN with the leadership of the operation. Some of them sent another assessment team and another assessment team to assess what was to be done. This was a waste of resources. When they come, often they do not coordinate with us the action... and this is an additional burden because we have set up priorities and they do something different. By doing so, they keep the airport busy, and this is a problem for us in the use of resources, and due to the fact of this lack of synergy, there is no interaction. In my opinion this is something that has cost the life of a lot of people, because every minute of delay meant more deaths.

If the donor community does not react before the number of victims is already to high, does it mean that preventive diplomacy or preventive action is only a utopy? What are the means of preventive diplomacy? What are its tools?

Preventive diplomacy is not only negociating so that you can travel between two parties. It means bringing the parties together with some instruments that can help in solving potential conflicts and in finding a solution, **not only by delaying the problem. When one listens to the UN talking and talking without having the authority to provide an efficient tool, this doesn't help in finding a solution. I think that we can save human lives (and money also), provided we have the right tools at the right moment. But when the only tools we are given are not only weak but inadequate and come too late, what then, can the UN do?**

Geneva, August 1994. ■

Airlifts in connection with the Rwanda crisis

In connection with the Rwanda crisis, DHA has been involved since May 1994 in the organization of eight airlifts from Pisa. The first two planes left the warehouse on 25 and 26 May respectively, loaded with about 70 tons of High Energy Biscuits belonging to WFP and destined to the Rwandese refugee camps in Uganda. Beginning of June, the Italian Government requested the cooperation of DHA to forward relief aid to Uganda and Burundi. Twenty-six tons of goods (tools, water containers, blankets, plastic cover and sheeting, tents, generators) were airlifted to Uganda on June.

A high level Italian delegation was present at the airport on arrival of the plane and they also followed the distribution of these goods in the camps. On 6 June, a DHA staff member accompanied the flight destined to Bujumbura, in order to hand over 22,5 tons of hoes, motor saws, water containers, blankets, plastic cover, generators and kitchen sets, to HCR, who had accepted to take care of the distribution on behalf of DHA.

A further airlift to Bujumbura was again organized later in the month, to provide 21 more tons of the same relief items to HCR's refugee programmes. In view of the situation in Zaïre and the international appeal of the Secretary-General for international assistance, two flights were organized on 31 July and 3 August to Goma, in order to deliver 61 tons of basic relief goods, out of which about 18 tons of anti-cholera medecines provided by WHO to the Pisa Warehouse for this emergency. Finally, two flights left Pisa on 12 and 17 August to Uganda, in order to deliver 42 tons of medical and food items to an Italian NGO involved in the provision of relief aid to sick refugee children in Kampala. **The total value of all the goods transported from Pisa thanks to these flights amounted to nearly US $800,000.**

Human Rights Monitors Can Help Bring Peace to Rwanda

by José Ayala Lasso
United Nations High Commissioner for Human Rights

The High Commissioner for Human Rights, following his mission to Rwanda, Burundi and Malawi and after discussions with the Rwandese authorities, agreed that the number of human rights observers, including all forensic experts, human rights and legal experts and investigators had to be increased to 147.

I leave for Kigali to ensure the speedy and effective deployment, and full operational capability, of 26 human rights monitors and observers in Rwanda. The presence of this small but effective human rights mechanism to investigate massacres that have already occurred, as well as reports of violations now, can provide the key to a prompt return of hundreds of thousands of refugees and displaced people to their homes. As France withdraws its troops from Rwanda, early deployment of human rights monitors and their action aimed at confidence building and reconciliation are urgently needed.

This human rights effort follows the appointment of a special rapporteur by the Commission on Human Rights during its special session in April, and the creation in July by the Security Council and Secretary-General Boutros Boutros-Ghali of a Commission of Experts to examine grave breaches of international humanitarian law.

At the behest of the members of the Commission on Human Rights, I set up a team of human rights field officers to work in close cooperation with the UN Assistance Mission for Rwanda and other UN agencies and programs.

The mission of the field officers is to assist the special rapporteur in carrying out his mandate to report on the human rights situation in Rwanda -taking into account root causes and reponsibilities for human rights violations- and to systematically gather information on violations of human rights and humanitarian law, and on such acts that may constitute war crimes and genocide.

The field operation began its work in early June, when the first two human rights field officers were deployed. Three others are being dispatched in the next few days, and one more is expected to join them in the coming weeks.

In order to enhance the work of the Commission of Experts, teams of two human rights monitors will be placed in each of the 10 districts of Rwanda, supported by local staff. Their role will include:

- Monitoring the return of refugees and displaced persons.
- Building relationships of trust so that reliable information is provided, thus countering the effects of inflammatory and racist propaganda.
- Raising human rights awareness among the local authorities.
- Assisting in the process of discovering, recording and investigating massacres that may have taken place.
- Facilitating political dialogue and local-level conflict resolution.

There cannot be peace in Rwanda without reconciliation, and there will not be reconciliation without establishing the facts and circumstances of the recent massacres and identifying and prosecuting those responsible.

Indeed, an international tribunal, acting speedily and prosecuting those individuals identified by the Commission of Experts on the basis of the information gathered by the human rights monitors, may avert the fear of reprisals and focus the energies of everyone on the overriding interest of reconstruction and national solidarity.

Excerpts from an article published in the International Herald Tribune, on 18 August 1994.

The Security Council and Rwanda

Secretary-General Boutros Boutros-Ghali on 19 August told the Security Council that there was a serious crisis in Burundi which merited preventive action. Special Adviser Alvaro de Soto said the Secretary-General made no concrete proposals, but suggested that those countries with a military presence in neighbouring Zaire should not withdraw "just in case."

The Secretary-General had contacted the Government of Burundi with a view to establishing a UN presence in Bujumbura to help deter "an explosion of Rwandese proportions," Mr. de Soto said. However, the Government had been unwilling to request such a measure. At the same time, the international community was unwilling to intervene in the country under Chapter VII of the United Nations Charter. The Organization was thus faced with a major dilemma.

Mr. de Soto went on to say that a range of options were being contemplated; deploying United Nations guards or human rights observers; reinforcing the existing humanitarian presence in Burundi; augmenting the Special Representative's staff; and convening a regional conference to discuss the situation. Those options were not mutually exclusive, he added.

The United Nations will probably have to maintain its presence in Rwanda for years if the country is to recover from its ordeal, according to Secretary-General Boutros Boutros-Ghali. He told the Security Council today that military personnel would be needed in addition to humanitarian workers in view of security conditions there.

The Secretary-General thanked France for its courageous action in launching *Operation Turquoise*, which had saved thousands of lives and galvanized the international community. However, the situation in the protection zone was still difficult, and there would be new problems to confront when refugees and displaced persons returned home. He expressed hope that the new Government in Kigali would not contribute to the "crisis of confidence" in Rwanda.

The Secretary-General said he had asked the Commission of Experts investigating major human rights violations in Rwanda to report to him quickly with a view to establishing an international tribunal. He noted that the United Nations Assistance Mission for Rwanda (UNAMIR) had deployed 2,564 Peace-keeping soldiers as of 18 August, adding that the total would soon rise when the Ethiopian contingent was fully deployed.

Source: New York/DPI Highlights of 19 August 1994.

Nyesha sauvé par un photographe

Nyesha, 4 ans, n'a plus vu ses parents depuis 4 mois. Personne ne s'occupait de lui. Lundi passé, il a failli mourir, alors qu'il essayait de monter à bord du dernier camion de la journée transportant les déplacés au-delà du pont de "Ruzizi II", vers les camps de refugiés au Zaïre. En effet, une centaine de personnes se sont précipitées vers le camion et Nyesha, perdu dans la foule, a été piétiné par plusieurs adultes. Par chance, un photographe a réussi à le sortir de cette situation dangereuse. Le délégué du CICR sur place a immédiatement évacué le petit garçon sur l'hôpital de Bukavu, où il a pu être sauvé.

L'incident de "Ruzizi II" a été filmé par la chaîne de télévision ITN. Des centaines de télespectateurs britanniques ont vu ces images et ont immédiatement téléphoné à ITN pour annoncer des dons en faveur de la Croix-Rouge.

Comme des dizaines de milliers d'autres petits Rwandais, Nyesha a perdu ses parents de vue. Plus de 5000 enfants ont déjà été enregistrés par le CICR et d'autres organisations humanitaires, en vue d'être réunis avec leur famille.

Source : CICR News - 29 août 1994.

The UN Family and Rwanda:

Who's doing What, a glimpse at the allocation of responsibilities between the UN Agencies

Overall Coordination: DHA/UN Rwanda Emergency Office (UNREO)

- Coordination of humanitarian relief assistance in Rwanda.
- Elaboration of strategies and contingency plans.
- Field monitoring, situation and needs assessments.
- Interaction with local authorities.
- Liaising with military contingent commanders and UNAMIR Force Commander.
- Security procedures and communications.

Sectoral and Cross-Sectoral Focal/Reference Points: UN High Commissioner for Refugees (UNHCR)

- Operational coordination of relief activities outside Rwanda.
- Repatriation planning, establishment of way stations and (inter-alia with IOM) organization of onward transportation of refugees to home communities.
- Air transportation.
- Shelter material/basic relief items.
- Protection monitoring (in coordination with Center for Human Rights).

UN Children's Fund (UNICEF)

- Water and Sanitation.
- Health and nutrition.
- Unaccompanied minors and orphans.
- Non-food relief items.
- Education
- Psycho-social needs.

World Food Programme (WFP)

- Food and rations.
- Land transportation.
- Storage
- Food for Work.

Food and Agricultural Organization (FAO)

- Agriculture
- Livestock

Opération Turquoise

Le 22 juin le Conseil de Sécurité de l'ONU a adopté la résolution 929 autorisant "l'Opération Turquoise" sous commandement français et pour une durée de 2 mois. 2 500 soldats sont alors mobilisés. Le 23 juin les Français pénètrent au Rwanda en provenance de Bukavu au Zaïre, pour secourir à Cyangugu quelque 8 000 Tutsis. Une base arrière est établie à Goma, au Zaïre.

Remarks of the Secretary-General outside the Security Council after the formal meeting on Rwanda - 22 June 1994 at 1.45 p.m.

Question: ***Please could you tell us first of all why you supported the French resolution on Rwanda?***

Secretary-General: I want to express my gratitude to the French Government for having proposed this initiative and for having accepted to participate in a multinational force for an interim period. For the last two months, I have tried to obtain from the different Member States their participation in the United Nations force and I have not been able to obtain them. Thus, the new multinational forces which are for an interim period of two months will help us to promote peace in Rwanda and will create a new momentum in favour of the constitution of the United Nations force in the next two months.

Q: ***Pouvez-vous répéter en français s'il vous plait Monsieur le Secrétaire général...***

SG: Je voudrais exprimer ma gratitude au gouvernement français pour cette initiative extrêmement courageuse, cette initiative humanitaire de diriger une force multinationale pendant une période intérimaire au Rwanda jusqu'au moment où nous aurons l'occasion de terminer la composition des forces des Nations Unies et où les Nations Unies pourront prendre la relève de cette force multinationale.

UN PEU D'HISTOIRE

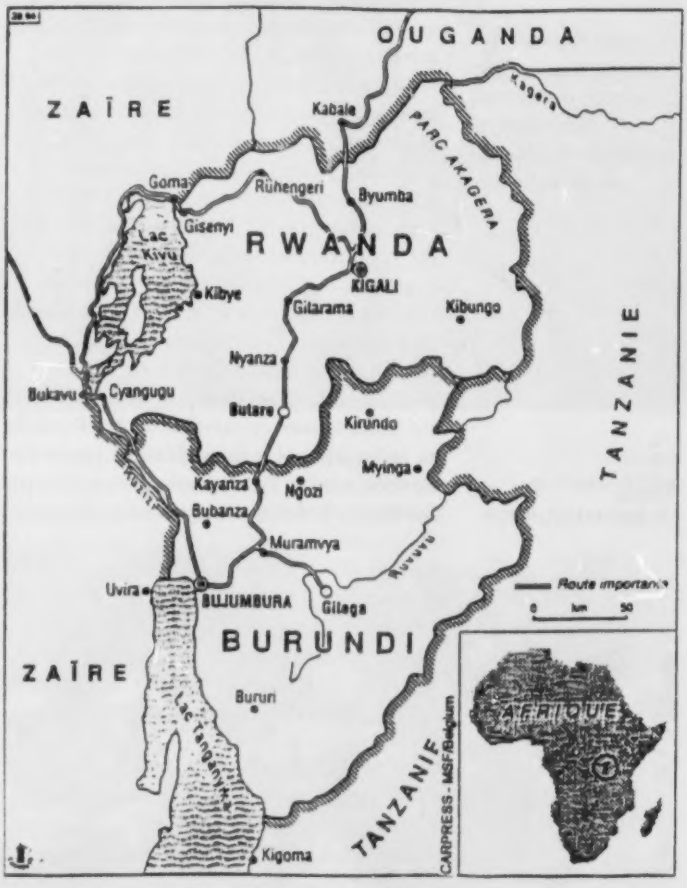
Le Rwanda : Quand la folie meurtrière déclenche un génocide

Au coeur du continent africain, le Rwanda, petit pays essentiellement agricole -90% de la population vit dans des *rugo*, petites fermes familiales- est décrit comme le pays aux "mille collines" cultivées en terrasses verdoyantes afin de freiner l'érosion. Avant l'indépendance de 1962, le Rwanda formait avec son voisin le Burundi, le territoire de Ruanda-Urundi.

Pays de "l'éternel printemps", il est principalement montagneux avec des sommets culminant entre 1 800 et 2 800 m d'altitude. Les montagnes les plus élevées sont les volcans Virunga au nord-ouest. En juillet dernier, deux parmi les huit volcans qui forment les monts Virunga, le Nyiragongo (3 470 m) et le Nyamuragira (3 000 m) se sont réveillés à nouveau. Déjà en 1977 le Nyiragongo avait laissé échapper des coulées de laves gigantesques qui s'étaient arrêtées aux portes de Goma faisant quelque 500 victimes. Le Parc national de Virunga est mondialement connu pour la beauté de sa nature ainsi que pour les communautés de gorilles qui y vivent et qui furent immortalisés dans le film "Gorilles dans la brume". La frontière du sud-ouest se situe le long de la Rift Valley de l'Afrique de l'ouest, qui contient le fleuve Ruzizi et le Lac Kivu. A l'est, le pays s'abaisse vers les savanes de la Kagera une des rivières formées par les sources du Nil.

Depuis l'indépendance du Rwanda et du Burundi, il y a désormais trente ans, ces deux pays ont connu des régimes de type ethnocratique hutu au Rwanda et tutsi au Burundi. On constate cependant qu'une telle situation n'est pas unique mais touche beaucoup d'autres pays africains où la guerre des tribus sévit depuis plusieurs années. Quelques exemples : Djibouti voit le Gouvernement somali du président Hassan Gouled réprimer les Afars. Au Soudan, les tribus du sud animiste se heurtent au gouvernement de Khartoum à majorité musulmane. Au Libéria, l'ethnie Kran s'affronte aux autres tribus. En Ethiopie, les Chankalas s'opposent aux Amharas. En Mauritanie, les Beidanes blancs oppriment les Sarakollés et les Toucouleurs. Au Mali et au Niger, les Touaregs sont brimés par le pouvoir central.

Ainsi on parle de la malédiction



***Superficie :* 26 340 km² *Population :* 7,4 millions**
***Densité au km² :* 284,7 habitants au recensement de 1991, (la plus haute d'Afrique)**
***Trois ethnies :* les Hutus 85%, les Tutsis 14% (chiffre qui risque d'augmenter avec le retour des réfugiés), les Twas 1%**
***Capitale :* Kigali**
***Langues :* français, kinyarwanda (langue bantoue).**

Après Gorazde, on aurait pu croire que l'horreur des tueries guerrières ne viendrait plus hanter notre mémoire.

prove-nant d'une théorie coloniale s'appuyant sur l'existence de dominants, les Tutsis, pasteurs hamites venus d'Ethiopie au XVIe siècle, et de dominés, les Hutus, agri-culteurs bantous qui auraient eux-mêmes chassés les pygmées Twas dans les forêts. Cette théorie colonialiste s'est ancrée dans les mentalités créant ainsi des clivages ethniques qui, avant l'arrivée des colons et missionnaires dans la région, n'étaient que sociaux.

En effet, les Rwandais parlant la même langue et pratiquant les mêmes traditions cela permet de penser qu'une inter-pénétration sociale, économique et culturelle se serait opérée au cours des siècles. La colonisation est intervenue, bousculant les monarchies existantes. Les rois, les mwamis, régnaient sur des sociétés hiérarchisées et féodales et les clivages étaient plus sociaux qu'ethniques. Mais le partage de l'Afrique entre les puissances européennes à la conférence de Berlin en 1885 va bouleverser ce continent. Au Rwanda le colonialisme a aveuglément porté son dévolu sur les Tutsis jugés plus aptes que les Hutus à diriger le pouvoir politique et ceci jusqu'en 1950. Par la suite la préférence est accordée aux Hutus et une nouvelle "élite", hutue cette fois-ci, est créée. Cette situation, qui a provoqué une haine entre ces deux ethnies serait pour une grande part responsable des problèmes actuels du pays.

Photo:
P. Moumtzis/UNHCR

En 1890, malgré les réticences du mwami Musonga, les Allemands incluent le Rwanda dans leurs possessions d'Afrique orientale. La Belgique y pénètre en 1916 et les Britanniques, installés en Ouganda, se font octroyer la riche province septentrionale de l'Ankole. Entre les deux guerres le Rwanda fut placé par la Société des Nations sous mandat belge qui l'administre depuis la capitale du Burundi par l'intermédiaire des pouvoirs locaux représentés par le mwami et les Tutsis. Le pays est alors christianisé et les missions auront une influence capitale sur l'évolution politique des Hutus jusque là écartés du pouvoir. C'est en 1959, à la mort du mwami Mutura, et devant un pouvoir Tutsi intransigeant face aux revendications hutues, qu'éclatent de violents troubles et une prise du pouvoir par la majorité. En 1962, le pays devient indépendant sous la Présidence de Grégoire Kaybanda qui sera chassé quelques années plus tard par le général Juvénal Habyarimana.

Les Hutus au pouvoir, ils envoient alors en exil la moitié des Tutsis. Depuis, les Hutus défendent avec acharnement leurs acquis. De 1961 à 1966, le régime rwandais repousse les attaques des réfugiés tutsis lancées à partir du Burundi, du Zaire ou de la Tanzanie. Chaque attaque est suivie de représailles sur les Tutsis de l'intérieur. En 1973, le Général Juvénal Habyarimana, dote son régime d'un mouvement révolutionnaire national pour le développement (MRND) afin d'effacer cette haine interethnique. Le 1er octobre 1990, les combattants du Front patriotique rwandais (FPR) venus d'Ouganda envahissent le nord du pays. Par la suite, des pressions internationales, obligeront le chef de l'Etat à ouvrir son pays au multipartisme officialisé le 10 juin 1991 et à entamer avec les rebelles du FPR des négociations à Arusha (Tanzanie) sur un partage du pouvoir après dix sept ans de régime de parti unique. Mais cet accord vole en éclat le 8 février 1993 lorsque les rebelles lancent une nouvelle offensive. Les

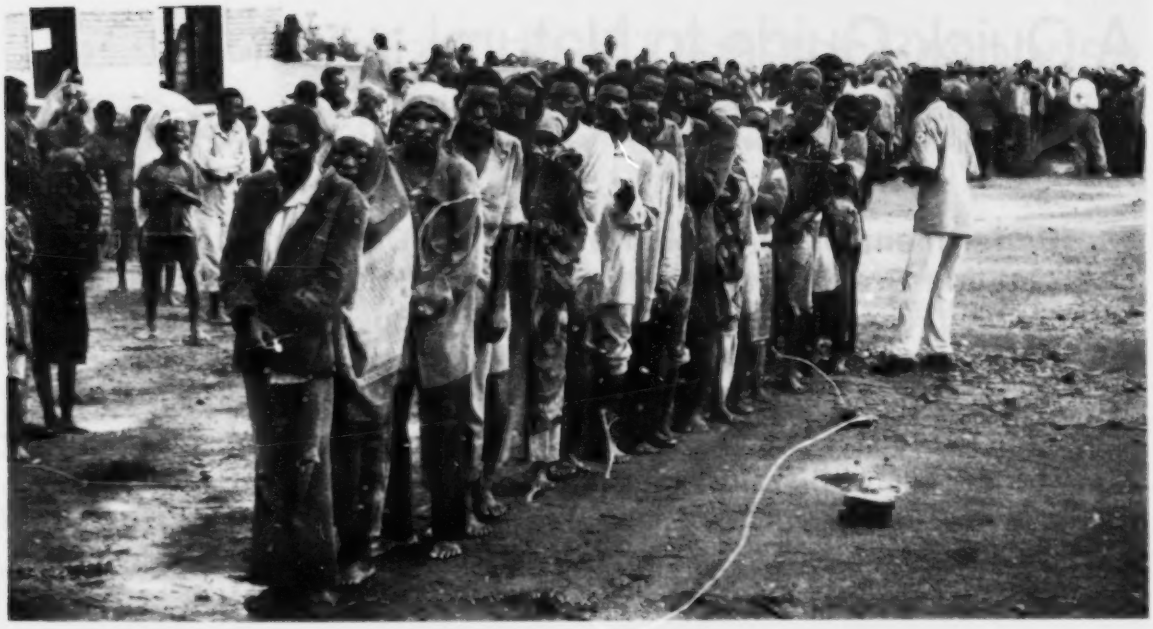


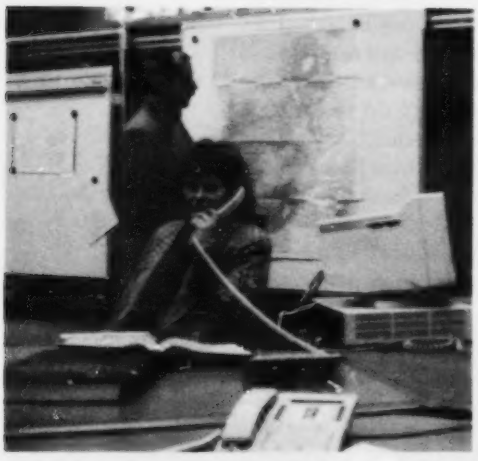
Photo:
B. Press/UNHCR

premières victimes sont civiles. Les Tutsis du FPR massacrent sans discernement des familles entières de Hutus en représailles aux pogroms organisés par les autorités hutues contre les Tutsis au mois de janvier. Un nouveau cessez-le-feu intervient et un traité de paix est signé le 4 août 1993. Ce traité prévoit la création d'un gouvernement et d'une assemblée de transition incluant le FPR, aux côtés des autres partis d'opposition, sous le contrôle de 2 500 casques bleus au sein de la Mission des Nations Unies pour l'assistance au Rwanda (MINUAR). Confronté à la réticence des extrémistes hutus, le Président Habyarimana, en désaccord avec le FPR sur l'attribution des portefeuilles, n'a jamais appliqué les accords d'Arusha. C'est alors que le Conseil de sécurité des Nations Unies envisage de réduire le nombre de ses casques bleus. Pour tenter de résoudre le problème le Président tanzanien Ali Hassan Mwinyi, en accord avec les pays occidentaux, convoque les chefs d'Etat de la région, à Dar-es-Salaam. C'est en rentrant de Tanzanie, le 6 avril, que l'avion du Président Habyarimana est abattu par des missiles sol-air, alors qu'il s'apprête à atterrir sur l'aéroport de Kigali. Le Président burundais Cyprien Ntaryamira, qui se touvait à bord de l'appareil, est tué lui aussi. Devant la folie meurtrière qui ensanglante le Rwanda, les Belges et les Français évacuent les ressortissants étrangers et ferment leurs ambassades le 12 avril. Le 22, le Conseil de sécurité de l'ONU décide de réduire de 2 500 à 270 le nombre de Casques bleus au Rwanda. Le 17 mai l'ONU décrète un embargo sur les armes et revient sur sa décision en décidant d'élargir le mandat de la MINUAR pour assurer la sécurité des personnes déplacées, des réfugiés et des civils en danger portant le contingent de Casques bleus à 5 500 hommes. Faute de moyens financiers et de matériel, les renforts n'arriveront pas avant la mi-juillet. La communauté internationale a du mal à se mobiliser. L'initiative française d'envoyer des troupes pour une mission humanitaire ponctuelle a reçu un accueil favorable. L'opération Turquoise débutera le 22 juin pour se terminer le 22 août 1994 après avoir passé le relai aux Casques bleus (MINUAR II). Déjà installé à Kigali, le FPR victorieux commence une campagne de réconciliation nationale et intègre des Hutus dans leur gouvernement. Cet espoir de réconciliation reste très fragile car les cicatrices laissées par les exactions encore trop récentes dans l'esprit des survivants ne se sont pas refermées à tout jamais.

Source: Journal Le Monde, Base de donnée du DAH. ■

A Quick Guide to Natural and other Sudden Onset Disasters

The Department of Humanitarian Affairs (DHA) through its Relief Coordination Branch in Geneva, is responsible for coordinating the international response to natural and other sudden onset disasters. For this purpose a number of tools and mechanisms are avalaible.
The most important of these are listed and described as follows: ■ 24-Hour Duty System, ■ Disaster Alert and Reporting, ■ Appeal for Assistance, ■ Mobilization of Disaster Response (SAR and MCDA), ■ Emergency Cash Grant, ■ Channel for Donor Contributions, ■ Central Register of Disaster Management Capacities, ■ DHA's Warehouse in Pisa, ■ UNDAC, ■ OSOCC.



Twenty-four Hour Duty System

in Geneva enables the Departement to process any urgent information on a new disaster within a few hours.

Disaster Alert and Reporting

DHA alerts and mobilizes the international community by issuing information reports, when no international assistance is requested, and situation reports, when the Government appeals for international assistance. These reports are disseminated instantaneously by means of a computerized system to emergency relief services of major donor governments, UN system, intergovernmental and non-governmental organizations and other relevant actors (usually over 250 addressees).

Appeal for Assistance

At the request of and on behalf of the country affected by a disaster, DHA can issue an appeal for international assistance specifying the priority needs. DHA also issues consolidated appeals on behalf of the United Nations system.

Mobilization of Disaster Response

❐ Search and Rescue (SAR) Teams

From different countries through a network set up within the framework of International Search and Rescue Advisory Group (INSARAG) which consists of a Steering Group, three regional groups for Africa/Europe, the Americas and Asia/Pacific, and of inter-regional working groups. In the case of a major earthquake affecting urban areas, the officially recognized SAR Teams are immediately alerted by DHA-Geneva. When deployed, their work at the disaster site is coordinated, if required, by the UNDAC Team, in cooperation with the local authorities, from an On-Site Operations Coordination Centre (OSOCC).

International Search and Rescue Advisory Group (INSARAG) Meets in Kuopio, Finland

From around the world disaster managers attended the Fourth Meeting of the INSARAG Steering Group and the Second Meeting of the Regional Group for Africa/Europe from 9 to 12 June 1994.

Prevention of unneeded relief assistance

The Steering Group recognized the important contribution made by INSARAG as an international network for disaster relief in the light of recent experience, and the particular role the INSARAG network had played in the prevention of the delivery of inappropriate and unneeded relief goods in recent emergencies.

Needs-driven assistance

Building on results achieved to date, the future strategy for INSARAG will extend to activities to *(a)* promote international relief strategies, and *(b)* make practical contributions to improving operational effectiveness in saving lives and reducing human suffering. The disaster-affected country always carries the heaviest burden. INSARAG will assist in enhancing the capacity of local authorities and disaster responders to meet their specific relief requirements; ensure that the needs of disaster victims continue to be the principal driving force in conducting relief operations; continue and intensify the development of guidelines and procedures for immediate relief operations within the INSARAG mandate and extend this experience to other specialized fields, such as specific experiences and feedback from recent emergencies, activities following search and rescue (the survival relief phase), environmental emergencies, and nuclear, biological and chemical (NBC) accident interventions.

Practical experience

The Working Groups of the Regional Group for Africa/Europe concentrated their efforts on practical aspects of emergency management such as specific requirements and operational procedures for search and rescue teams. Disaster medicine in major sudden disasters particularly with regard to urban search and rescue and the need for close cooperation with WHO in this field was also a theme for discussion.

Recent earthquakes

In addition participants shared the experience of practitioners in the aftermath of the 1993 North Ridge Earthquake in California and the Maharashtra Earthquake, India 1993. They were informed of DHA relief coordination strategies and developments in the On-site Operations Coordination Centre (OSOCC) concept. The experience gained during Exercise 93, the first large-scale exercise in emergency response, held in Vienna in September 1993, was reviewed. Advances in confined space medicine were also presented.

❐ Use of Military and Civil Defence Assets in Disaster Relief (MCDA)

The Military and Civil Defence Assets (MCDA) project developed as one of the responses to the humanitarian gap between the emergency needs the relief community is asked to satisfy and the resources available to meet those needs. It is helping to fill this critical gap by developing the role which MCDA can play.

The first quarter of 1994 represented a special period for the Military and Civil Defence Assets (MCDA) project, characterised by intense consultations with Member States, international and regional organisations, elements of the UN system and NGOs.

At the December 1992 Brussels Workshop, DHA was mandated to produce, within one year, a set of draft guidelines aimed at identifying the criteria and conditions which should underlie the use of MCDA, as well as at standardising operating procedures for such assets. This mandate was discharged by an international team of experts drawn from the diplomatic, military, civil defence, civil protection and humanitarian communities.

International Conference on the MCDA Guidelines

At the invitation of the Government of Norway and under the auspices of DHA and the International Federation of Red Cross and Red Crescent Societies (the Federation), 180 delegates from 45 Member States and 23 organisations participated in a conference held in Oslo, on 20-21 January 1994.

The aim of the Conference, chaired by Norwegian Defence Minister, Mr. Jorgen Kosmo, was to review and further develop the guidelines for the use of MCDA in international response to natural, technological and environmental sudden emergencies.

This was the first time that delegates from all over the world had come together to advance the preparation of such a procedural framework, which remains of a non-binding nature. The Guidelines were presented to the conference and received full support for their main thrust and contents. A number of constructive comments were made by some delegates which will further enhance the Guidelines' clarity and acceptability.

Since the Oslo Conference, the "Oslo Guidelines" have been finalised and circulated. A number of practical measures have also been put in place to allow the rapid deployment of MCDA teams when required, notably in peace-time emergencies. The Core Group of the MCDA project met on 8 and 9 March to define policies and strategies for 1994-95, in accordance with the recommendations made in Oslo. The experience gained during the MCDA mission in Georgia last October was also analysed to enhance the effectiveness of such humanitarian missions.

An *ad hoc* working group on training was set up in order to identify training requirements for MDCA military and civil officers and design appropriate curricula. Members of the group are Austria, Italy, the Russian Federation, USA, the UK

Institute of Civil Defence and Disaster Studies, the International Civil Defence Organization (ICDO), the Federation, the North Atlantic Treaty Organization (NATO), the Supreme Headquarters Allied Powers Europe (SHAPE), the United Nations Institute for Training and Research (UNITAR), UN Training Service, UNDMTP and DHA.

Practice makes perfect

As a contribution to the further promotion of the Oslo Guidelines and the activities of the MCDA project, the Russian Federation will organise two international exercises in 1994. In September, an industrial chemical accident will be simulated, and in November a similar exercise to simulate a nuclear contamination will be organised. DHA is at present helping to coordinate the organisation of these exercises with the International Atomic Energy Agency (IAEA), the Economic Commission for Europe (ECE) and other national and regional partners.

The project now embarks on a new dimension to further build confidence amongst military institutions and organizations engaged in the provision of emergency assistance, notably through the undertaking of multinational training and field-based exercises. The Standing Coordinating Group of the project positively encourages an increase in the active participation of interested Member States and organisations. Its efforts will be included in the DHA report to the next General Assembly.

Unloading of the Belgium Air Force Hercules transporting Japanese and German goods from Pisa Warehouse.

Emergency Cash Grant

When the situation warrants and subject to the availability of funds, DHA can provide through the United Nations Development Programme's Office an **emergency cash grant** (up to US $50,000) to the Government of the disaster stricken country. The purpose of the grant is to cover the most pressing needs of the affected population which cannot be satisfied from the national resources while waiting for the response of the international donor community. However, to qualify for the grant it is required that the Government launches an appeal for international assistance immediately after the occurrence of the disaster, and the ensuing request for the grant comes from the UNDP's Resident Coordinator within the first week of the disaster.

Channel for Donor Contributions

DHA acts as an expeditious channel for donor contributions, relying on quick and simple administrative procedures.

Central Register of Disaster Management Capacities

In times of humanitarian emergency, up-to-date information on a wide range of response capacities is often needed immediately. Search and rescue teams must be assembled and dispatched in the first hours, if possible, of a sudden disaster. The emergency capacities of affected nations should be known, so that gaps in the abilities of national authorities can be filled by international actors. The contents of stockpiles should be known in detail to cut down the time taken to find and provide the most appropriate relief.

Since 1992, DHA has been working on a Central Register of Disaster Management Capacities to support the United Nations system and the international community as a whole in the effort to ensure expeditious delivery of the required emergency humanitarian aid. The mandate for this was provided by General Assembly resolutions 45/100 and 46/182. Four parts of the Register already exist in print and on the UNIENET computer network, and two others are being developed.

The Directory of International Search and Rescue Teams, currently being updated, is an authoritative and dynamic register of teams with specialised expertise and equipment which can be deployed with great speed to save lives anywhere in the world. The first edition, issued in 1991, gave a detailed picture of 23 search and rescue teams, including a cross-referenced index showing which teams meet specific requirements.

The 1992 edition of the Directory of National Emergency Response Offices provides basic information on the disaster response framework and capabilities of 215 countries and territories. The directory lists each country's emergency response offices, national legislation and plans in case of disaster, and participation in multi-national agreements for disaster assistance. The directory also contains information on major natural disaster risks which have been compiled from information DHA has gathered over the last two decades.

A third list which will be integrated into the Central Register provides information on national relief services in 21 donor countries. Both this list and detailed information from the Directory of National Emergency Response Offices is available on a regularly updated database which is accessible through the United Nations International Emergency Network.

The Register of Emergency Stockpiles of Relief Items Available for International Assistance currently contains information on 50 emergency stockpiles run by different humanitarian organisations. The register will be available from July 1994 both in print and as a computer database. The register details each stockpiles location, the organisation responsible for it, what items are commonly stocked, which regions and organisations are covered by the stockpile, conditions and procedures for access to the stocks, existing facilities and arrangements for customs clearance and transportation, and previous experience in relief operations.

The Register of Rosters of Disaster Management Expertise, to be released in July 1994, will constitute a focal point of a decentralised network of rosters on disaster management expertise. Twenty-eight rosters have been included in the register, which will provide data on the host organisation, their contact point, fields of expertise covered, modalities of cooperation with the UN and other disaster relief actors. This register will enable disaster relief actors to quickly identify and contact an appropriate roster/organisation which could provide the required individuals and teams. The register will be maintained and updated on a regular basis.

As part of the Military and Civil Defence Assets (MCDA) programme, DHA has begun to establish a Register of Military, Civil Defence and Civil Protection Assets Available for International Assistance. More than 30 states have provided DHA with information on their capabilities for international disaster relief operations. The information collected has allowed DHA to draw a first interim summary of replies providing data on the existing expertise, the different conditions and criteria at the national level and the range of services which could be provided in case of emergency. The printed and computer versions of the MCDA register are currently being developed.

DHA's Warehouse in Pisa, Italy

In 1993, 23 shipments left DHA's warehouse in Pisa, Italy for 12 different countries. The largest single shipment, of 134 metric tonnes, was organised in cooperation with the Italian Government for Somalia in November. Many mercy flights to eastern Europe, the Middle East and Africa carried urgently-needed relief materials in the aftermath of natural disasters, such as floods in Iran and Tajikistan, and hailstorms in Eritrea. Others went to assist people displaced by civil strife in Armenia, Rwanda and Burundi.

The largest recipient of aid from the Pisa warehouse was Georgia, which received eight flights totalling 256 metric tonnes, with a value of US $1.5 million. The Governments of Italy, Switzerland, Luxembourg and Finland, as well as UNICEF, the WFP and OXFAM contributed heavily to the shipments of clothing, blankets, diesel generators, food rations, medical supplies, kitchen equipment and toys which were distributed in Tbilisi and affected areas in South Ossetia and Abkhazia.

The warehouse at Pisa is the fruit of international cooperation. The Italian Government financed the construction of warehouse C and is funding the maintenance of a comprehensive emergency stockpile. Most of the relief items in storage have been donated by the Governments of Norway, Finland, Italy, Japan and Luxembourg. Furthermore, several Governments (e.g. Austria, Finland, Norway, Switzerland and the United Kingdom) cooperate with the DHA warehouse for specific relief shipments.

Pisa is not, however, just a place to stockpile relief items. The warehouse has also demonstrated its capacity as an assembly centre for international relief and a starting point for relief shipments to all parts of the globe. Since the warehouse opened in 1985, 223 shipments, totalling more than 5,000 tons of relief goods, have left Pisa for 67 countries.

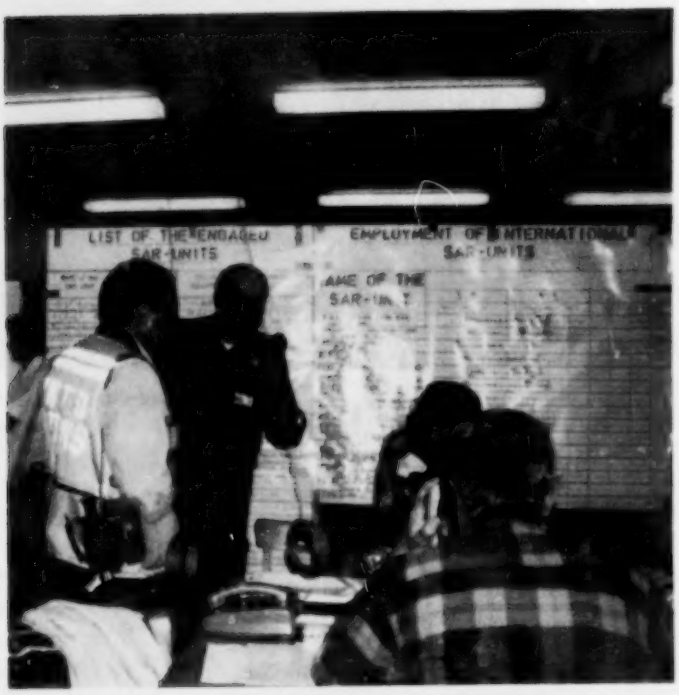
Pisa is well situated, with easy access to air lanes going to Africa, the Middle and Far East, and South America. Road, rail and sea connections are equally convenient from the Pisa warehouse. The seaport of Livorno is only 10 kms away. The warehouse is contiguous to the United Nations Supply Depot (UNSD), which provides support to UN Peace-keeping forces.

The Pisa location ensures that the warehouse can operate year-round. Since the beginning of operations, no flight has ever been grounded due to bad weather. The limited number of staff dealing with stockpiling (who are all UN employees operating under the guidance of DHA in Geneva) keeps administrative costs to a minimum. Stocks consist of about twenty different kinds of basic relief items, which are despatched to emergency-stricken areas as gifts. Standard relief items at the warehouse are tents, blankets, water containers of various sizes, generators, hand tools (picks, shovels, hammers, nails), plastic sheeting and sets of cooking utensils.

The warehouse consists of three units, totalling 9,800 cubic metres of storage space. Located within the Italian Air Force Base next to UNSD, Warehouse C is a steel-structured, prefabricated building completed in 1986. Half of the building is air-conditioned, to store medicines and other perishable items. A wide asphalt area around the warehouse allows aircraft to taxi within metres of the supplies and offers easy access to all kinds of vehicles. Even the largest aircraft can land at the military airport.

Airlift Operation for Georgia

The United Nations Disaster Assessment and Coordination (UNDAC) Stand-by Team



No help is as efficient as that which is locally available. Unfortunately, no matter how well prepared a country may be, or what resources it has at its disposal, it may still face a situation in which it requires ouside assistance.

One of the instruments developed by DHA to assist in mobilizing and coordinating the international response to a sudden-onset disaster, is the United Nations Disaster Assessment and Coordination (UNDAC) Team.

UNDAC consists of qualified, emergency management experts from (European, so far) donor countries as well as of DHA Relief Coordination Officers. UNDAC Team is designed for rapid assessment and on-site coordination missions following a sudden-onset disaster. From the DHA Operations Centre, members of the UNDAC Team can be contacted through a system of National Mobilizing Centres and within hours of the disaster event, an UNDAC Team can be put on stand-by or dispatched to the disaster site. The assistance of an UNDAC Team has proved to be particularly valuable in the case of a major disaster. When deployed, the UNDAC Team works under the authority of the UN Resident Coordinator and reports to the UN Disaster Management Team (UN DMT) in the capital of the affected country and to DHA-Geneva.

For the chain of relief to be successful, international relief coordination must comprise activities at three levels of emergency response: the on-site level where relief operations take place among the victims of the disaster; the national level of the disaster-stricken country, at which its authorities decide whether international assistance is required in the emergency response; and the international level at which all information on a disaster situation is processed and where donor and international organizations decide on their response.

The consequences of a sudden-onset disaster are frequently highly publicized, placing significant pressure on the world community to respond quickly. In the past this has at times triggered the dispatch of unneeded international relief supplies. They added to the burden already carried by the affected country by causing congestion and slowing down the delivery of emergency supplies that would have been of real use to the victims. The UNDAC Team members are trained to determine how international relief can complement the national efforts rather than duplicating them.

In the following pages, we have chosen China, a country particularly exposed to natural disasters as an example of UNDAC's role.

China's Disaster Priorities: A Personal Call to the International Donor Community

by Zhou Cuilan, Programme Officer, Department of International Cooperation, Ministry of Civil Affairs, China.

The disaster management cycle has four phases: emergency relief is followed by the reconstruction and rehabilitation phase; the preparedness and mitigation phases often come after the lessons of the first two phases have been learned, so that countries are less vulnerable to future disasters. For the time being, however, assistance from the international donor community is largely focused on the emergency relief phase, and is characterized by a response to the direct needs of disaster victims: supplying food, clothing, medicines and temporary shelter, usually for a limited time.

In the past this was undoubtedly a sufficient response to help those who were victims of disaster but, as our understanding and thinking of disaster management have developed, things have changed.

Additionally, these changes have not been the same for all countries. China, for example, has realised that a natural disaster can also be a chance for development and has focused attention in the reconstruction phase on building more disaster-resistent communities. Although China is convinced of the importance of this work, however, funds are rarely available to implement the idea. As a result, China has made reconstruction projects a priority in its requests for international assistance.

China has a very efficient disaster relief system under the unified leadership of the State Council so, when a major disaster does occur, the system is able to mobilize

the materials and labour needed by the stricken areas. As a result, basic needs - including food, clothing and medicines - are generally satisfied. Temporary shelter is on the whole not a major problem, since China has many state-owned buildings which can be used to accommodate victims on a short-term basis. Additionally, Chinese people, especially in the countryside, have a keen sense of kinship and victims will turn to relatives for help.

The pressing need which is more difficult to meet is the reconstruction of permanent housing. For this there is never enough money.

The Government can and does exempt disaster victims from the tax payable on using new land (since often disaster victims have to be moved to less vulnerable areas). It also can offer free services in the reconstruction process - like surveying the land, designing new village structures and setting appropriate building standards. In some areas where the economy can support it, state-owned banks have started to provide low interest loans to victims. The Government also encourages farmers to participate in insurance schemes, although the benefits of this are limited in scope and take a long time to realise. It is the costs of purchasing materials for reconstruction which are largely unmet and which the Government itself cannot meet.

In June this year, I accompanied a DHA assessment team to two of the six flood-affected provinces of south China. It was very obvious to me that both the governments at different levels and the victims would welcome any humanitarian assistance in the reconstruction phase. Their concern is also in accordance with the appeals launched at the World Conference on Disaster Reduction in Yokohama in May. I hope and believe that the international donor community will hear this.

China Floods UNDAC Mission

In early June 1994, torrential rainstorms flooded six provinces in east and south China. By 27 June, the Ministry of Civil Affairs reported 1001 dead, and 5.6 million persons were isolated by high water of which 3.36 million needed urgent assistance. Although the floods had been the worst for 40 years to hit the southern parts of China, but in view of the country being affected by recurrent disasters, the Government chose only to "welcome" international assistance, reserving an appeal for a truly exceptional disaster. However, as the seriousness of the emergency became clear, the Government invited the United Nations Department of Humanitarian Affairs (DHA) to dispatch a United Nations Disaster Assessment and Coordination (UNDAC) Team to assess the disaster situation. Together with a UNDP officer and accompanied by officials from the Ministry of Civil Affairs, the UNDAC Team visited the Guangxi Autonomous Region and the Hunan province for a first-hand impression of the damage. Starting at 5/6 a.m. until 9 p.m, the team travelled

by air, road, rail and river. In some parts they were the first foreigners to have visited the area. In the mountainous areas, water locked in by the mountains had formed new lakes still submerging villages and farmlands. In most villages affected, mudbricks represented the predominant building material used for housing. As water inundated the villages, the mudbricks simply dissolved leaving a pool of mud mixed with wooden beams and roofing material. Although warning systems had allowed most of the population to evacuate, thus minimizing the number of casualties, time had been too short to save property and houshold goods which threrefore to a large extent were lost under what used to be the homes of the villagers. Where the homeless could not find shelter with relatives or neighbours, temporary shelter was being erected with the use of material recovered from the collapsed houses. In most of the agricultural areas visited by the team, rice represented the predominat crop together with corn and suger cane. It was submerged in water for several days and therefore totally destroyed. In some villages the Team met with medical personnel which was monitoring the water and sanitation situation. The most serious damage to infrastructure was inflicted to the water control and conservation systems.

The Team met with the United Nations Disaster Management Team (UN DMT) and participated in two information meetings for the donor community. The most pressing needs identified were for food and shelter and river embankments and irrigation canals should be repaired urgently before the forthcoming rains. There was no clear distinction between relief and rehabilitation and donors were encouraged to provide funds for longer-term lasting shelter projects. UN agencies had been invited to accompany the mission.

On-site Operations Coordination Centre (OSOCC)

To assist the local authorities, DHA in cooperation with the International Search and Rescue Advisory Group (INSARAG), has developed the concept of the On-site Operations Coordination Centre (OSOCC). Its objectives are:

- to provide a tool, when necessary, for the local emergency management authority of an affected country for coordinating and directing the work of international relief teams arriving at the site of a disaster.
- to provide a framework for cooperation and coordination among international relief teams at a disaster site and to act as a link between such teams and the affected country's emergency management authority. ■

Operational Coordination of Humanitarian Assistance in Rwanda

Operational Coordination' is the third leg of an Integrated Emergency Management System embracing activities at the international (strategic), the national (tactical) and the on-site (operational) levels of the coordination of international humanitarian assistance in an emergency situation.

The Background

Already at the onset of the Rwandan civil war, and with growing certainty as the situation developed, it became apparent that a major humanitarian operation would be required inside Rwanda immediately upon the cessation of hostilities. As a result, it could be expected that a very large number of international relief organizations would come back to Kigali as soon as security conditions in the country allowed them to start or to resume their operations.

This would call for the establishment of a strong coordination mechanism to be set up by DHA, so that the Department would not be overtaken by events during the re-establishment of humanitarian activities by returning or newly arriving international relief organizations. Furthermore, to be successful, such a coordination function would need to address not only the tactical level of the in-country response but also provide a service which would be recognized by all participating parties as facilitating the achievement of the common objective of bringing effective and rapid relief to the population at risk. The resources available to DHA in Rwanda for this purpose were at the end of the war scarce to non-existent.

The Mission

At the end of July 1994, the DHA/UNREO Office was reopened in Kigali. DHA therefore provided the Office with the necessary means to ensure the linkage of the strategic and tactical levels of coordination with the operational level. Drawing on the rapid response capacity of its Geneva based Relief Coordination Branch which is normaly responsible for the DHA response to sudden onset disasters, DHA immediately provided the required support to the UNREO/Kigali Office.

The objectives of DHA operation were: to provide timely support and the means necessary for UNREO to resume its in-country coordination function at the tactical level until resources for a protracted coordination function were operational inside Rwanda; and, to support the establishment of a physical coordination centre in Kigali as well as UNREO field offices as required, in order to link the strategic and tactical levels of coordination with the operational level.

The Resources

The response launched by DHA represents the results of three years of concerted efforts coordinated by its Relief Coordination Branch to improve the rapid response capability of the branch, as well as the means for supporting in-country coordination following sudden-onset disasters. This work has been carried out in close co-operation with donors and National Emergency Relief Services through partnerships such as the International Search and Rescue Advisory Group (INSARAG).

For Rwanda, the resources deployed included four members of the United Nations Disaster Assessment and Coordination (UNDAC) Team to support the establishment of an On-site Operations Coordination Centre (OSOCC) in Kigali. It also included a fully self-contained Support Team provided by the Government of Sweden.

The Swedish Support Team had the necessary capacity to cover the immediate needs of DHA in establishing effective and timely in-country coordination at the tactical and operational levels. It brought with it logistical and technical support for UNREO to effectively resume its activities in Kigali and for the establishment, and partial manning, of the Kigali OSOCC, as well as for the establishment of the UNREO field offices. The team, which was fully self-sufficient, consisted of twelve members (one team leader, a camp manager, a paramedic, four radio technicians, a carpenter, an electrician, a water and sanitation technician, a mechanic and a cook). The equipment the team took to Rwanda included communications equipment (satellite and radio) for international, national and local communications, office equipment, nine four-wheel drive vehicles and one 15 ton truck.

With the help of the Swedish Team, it was possible for the UNDAC team and UNREO to establish the OSOCC with the following objectives:

- to provide a physical framework for the coordination of operational activities undertaken by humanitarian organizations responding to the Rwanda emergency;
- to act as a focal point for the collection, analysis and dissemination of information, relating to developments in the emergency and the international relief activities, both in-country and at the strategic level;
- to facilitate the access to and sharing of resources for the timely and efficient delivery of humanitarian relief.

The Results

The use of the quick response capability developed by the RCB in responding to the emergency coordination requirements for Rwanda contributed towards the overall efforts of DHA in reestablishing and securing an effective in-country coordination structure immediately at the end of the hostilities. It made it possible to establish, at the operational level, a visible and functional coordination centre (the OSOCC) which provided first-hand information on the development of the emergency situation and a physical coordination link to the operational partners in monitoring and supporting the progress of the implementation of relief. This in turn contributed to the orderly and effective use of available resources and implementation of relief through good and close working relations between DHA, UNREO and the UN Agencies present in Rwanda as well as with the NGO community, the UN peacekeeping mission and other partners involved in the operation such as the U.S. Civil-Military Operations Centre (C-MOC). It enabled the DHA desk-officers in Geneva and New York to provide real-time information and to seek appropriate assistance from donors during the critical first phase of the international response to the Rwanda emergency.

[1] *In response to its founding resolution, DHA established an Operational Coordination Programme in 1992. The Programme is focusing on the development of DHA's capability of accessing and rapidly mobilizing international stand-by capacities in response to sudden-onset emergencies as well as of coordinating such resources at the site of an emergency. It is being developed with the support of the Governments of Austria, Denmark, Finland, Germany, Greece, Norway, Sweden, Switzerland, the United Kingdom and the United States.* ■

The Slime Disaster: A South Africa Experience

by Janet K. Bradford, and Dr. Aldo A. Benini

The flood was stronger in the center; we could reach people on the edges, but to get further in, we formed a human chain, all of us, white and black, and we were strong enough to rescue people midstream. We just held onto each other and we worked right through the night.

With tears in his eyes, the Mayor recounters the experience of residents of a small town in South Africa as a dam break disaster in the middle of the night killed 16 and injured over 300.

It was yet another legacy of apartheid which contributed to more deaths in this troubled country. In this instance, the pressures from years of economic sanctions from the rest of the world resulted in pressure on the country to grant exceptions to safety ordinances covering mining practices; and the victims this time were the residents of Virginia, South Africa. It was February 22, only two months before the date of the first election in South Africa where all citizens could vote, nearly 80% of whom for the first time. Even in a small mining town, communities were polarized sharply on political preferences. But on the night of the disaster, as so often happens, politics became irrelevant as individuals came together as one community to save each other.

Virginia's economy depends on the two major gold-mining operations nearby. The mining process creates huge amounts of sludge or "slime", which is collected in pans to coagulate and dry out. The walls of the pans consist of dried out sludge successively built up higher, and thus are vulnerable to erosion.

The clean up efforts will continue for months.

Photos: Benini & Bradford

It had been a rainy season, and late one evening, the accumulated water and slime surged through a pond wall, pouring the abrasive mud into, onto and throughout the low-lying town below. Mud covered a large section of the town to a depth of two meters, either breaking houses apart into small pieces and sweeping them away, or filling them with mud to the top of the windows. The surge reached the town in a matter of minutes, and continued for over two hours. Survivors reported awaking to a loud noise, jumping out of bed, and immediately being covered in mud up to their shoulders. Those who didn't hear the noise, didn't jump up, didn't grab ceiling beams or tree trucks as they were swept from their houses, weren't so lucky.

Antoinette Marshall tells her story, "It was a night like any other except the rain - and when the children began to scream, I ran outside the house and saw water running everywhere. Then the lights went out and I stumbled inside to get the children. People were running down the road and I knew it was more than just a flood. I grabbed my baby out of his cot and then I heard the house breaking apart. It was terrible. I rushed through to the children's room and grabbed the kids, but as we got outside the mud ripped them away. I just couldn't hold on. I was swept through the town by the mud for two hours before somebody grabbed me and pulled me and my baby to safety."[1]

Virginia is a stronghold of conservative whites, whose economic livelihood depends on semi-skilled mining jobs, threatened by the majority blacks in the "New South Africa". Typical of rural areas in this troubled country, Virginia supports a larger shadow city, the black township, which supplies domestic help and other labour for their white neighbours. The elections will combine the towns, result in a new set of elected local officials, and require massive public works projects to supply the former township with basic water and sanitary systems.

South Africans promote their politics through their attire. One didn't see much of the usual Red / Green / Yellow of Mandella's ANC party in Virginia: here, military-style khaki uniforms with the swastika-like triple-seven symbol were frequently worn by obviously-armed white men and women. Among the blacks, too, long-standing tribal conflicts, kept everyone on guard and resulted in continual violence.

The devastation was total in some areas, while others were untouched.

On the night of the slime disaster, though, the overwhelming violence of disaster coming to the city touched all its inhabitants, as common heroes of all colors saved human lives. Survivors reported seeing white women carrying black babies, and black women with white children: total strangers needing help. Official aid did not arrive until the next morning, so most people were saved by their neighbours at the scene:

From left to right:
Capt. Theo Lighelm, South African Military Forces; Heidi Kriz, Chief Medical Official in Virginia; Mrs. & Mr. Kevin Charlwood, Mayor.

This shows the break in the dam.

hanging from trees to pluck people floating by, or as the mayor reported, forming human chains of blacks and whites, each life dependent on the other as victims were pulled from the center of the stream.

Although dam safety regulations had been passed in South Africa, dating back to 1950, last year the responsible agency declared, " In view of the present economic climate, the department has decided to temporarily suspend further activities in respect of the drafting and implementation of appropriate dam safety regulations."[2] As newly elected representatives assume control of the country, economics may apply pressure for less rather than more safety consciousness. Additionally, both the white community, to which most of the victims in the Virginia disaster belonged, and the South African Medical Service, the major response agency there, are likely to lose influence after the elections. They will, therefore, be less able to transfer the lessons of this disaster to similar hazard areas elsewhere.

Anyone flying over the huge township of Soweto, southwest of Johannesburg, can notice the squatter camps sprawling into some of the lower-lying areas near a very big mine sludge pan. With poverty and violence causing some 3000 new people to swell the greater Johannesburg squatter camps *every week*, the areas near mine sludge pans are not likely to be evacuated. That leaves enforcement of safety ordinances subject to political will and mining profitability.

Careful management of natural resources, and development and enforcement of safety regulations, may be too much for this young, struggling democracy to handle: yet, **nature does not yield to politics.** Unless the new government addresses this issue, along with all the others, they may find themselves having to unite to cope with the results of another, much larger, slime disaster.

Dr. Benini is a Delegate with the International Committee of the Red Cross, currently stationed in South Africa. Ms. Bradford is a Senior Emergency Management Coordinator with the Governor's Office of Emergency Services. The two were the first researchers to reach the town of Virginia following the slime disaster.

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[1]"Tales of heroes, joys and woe", *Pretoria News*, Thursday, February 24, 1994, p.3.

[2]Brauteseth, Norman, "Lessons we failed to learn from the mud" *Review/Law, V* ", N 1, March, 1994, Johannesburg, SA p.1. ■

World Conference on Natural Disaster Reduction

Yokohama: a muted warning

While the international community has made progress during the first half of the International Decade for Natural Disaster Reduction (IDNDR), that progress has been uneven and efforts must be redoubled if the international community is to achieve the goal it set itself at the beginning of the Decade: a safer world for the twenty-first century. That was the message from the World Conference on Natural Disaster Reduction, a gathering of 5,000 disaster reduction professionals in Yokohama that took place 23-27 May to review the activities of the Decade and chart a plan of action for the future.

At the end of the five-day Conference, the 690 delegates representing 148 Member States of the United Nations adopted the *Draft Yokohama Strategy and Plan of Action for a Safer World*. The Strategy, based on the objective of saving lives and protecting property, calls for an accelerated implementation of a Plan of Action formed from a list of 18 points, including:

- development of a global culture of prevention as an essential component of an integrated approach to disaster reduction;
- adoption of a policy of self-reliance in each vulnerable country and community, including capacity-building as well as allocation and efficient use of resources;
- improved risk assessment, broader monitoring and communication of forecasts and warnings.

The Conference also affirmed the relationship between sustainable development, environmental protection, and disaster prevention, mitigation, preparedness and relief. Although action to prepare for and mitigate natural disasters is acknowledged as being more effective than relief in achieving the aims of the Decade, the awareness of this factor is still limited mainly to disaster professionals. During the first half of the Decade, the media, industry, scientific community and the private sector were not sufficiently mobilised in the drive to reduce the tragedy brought by natural events. In future, the Plan of Action asserted, extra resources and effort should be put into educational and information programmes directed at policy-makers and major groups, both directly and through the media, so that people will come to realise the potential of disaster reduction to save lives and protect property.

The Conference acknowledged that, while the ultimate responsibility for disaster reduction activities lies with national governments, global, regional and subregional institutions and agreements can provide the disaster reduction framework, support and information required by national authorities. Local communities, on the other hand, can be effective actors in implementing disaster mitigation activities. The Plan of Action calls upon all countries, by the end of the Decade, to:

- express a commitment to reduce their vulnerability by implementing disaster assessment and reduction plans at the national and community levels;
- develop a risk assessment programme and emergency plans focusing efforts on disaster preparedness, response and mitigation;
- stimulate genuine community involvement and empowerment of women and other socially disadvantaged groups at all stages of disaster management programmes.

At the regional and subregional level, countries facing the same threats should cooperate fully to strengthen international institutions to support national capabilities. As well as establishing or upgrading centres for disaster reduction and

prevention, the Conference felt that:

- mutual assistance agreements and joint projects for disaster reduction within and between regions should be considered;
- regional organisations should become more involved in coordinating, reviewing and implementing plans and programmes on natural disaster reduction;
- special attention should be given to the least developed countries.

However, even regional action may not reach far enough. The modern world is highly interdependent and in some cases international initiatives will be necessary. In particular, the Plan of Action adopted by the Conference hoped that:

- extra-budgetary sources of funding, including the private sector, would be mobilised to implement the activities of the Decade;
- disaster prevention and mitigation will become an integrated component of development projects financed by multilateral institutions, including the regional development banks;
- the Trust Fund for the Decade will give priority to financing the establishment and strengthening of the early warning systems of the disaster prone developing countries, particularly those of the least developed, land-locked and small island developing States;
- the activities of the United Nations, Governments, NGOs, the private sector and other disaster mitigation actors will be more closely coordinated.

The General Assembly will be asked to consider adopting a resolution endorsing the Yokohama Strategy, and the "Implementation of the outcome of the World Conference on Natural Disaster Reduction" will be included in the provisional agenda of the Assembly for consideration at this year's session. The work of the Decade will be assessed as a whole by a review conference to be held at the end of the decade in order to map a strategy for continued disaster reduction activities into the twenty-first century.

"There is no reason why we should wait passively for the next natural disaster to strike. We should mobilise scientific knowledge and technological know-how. We should give a positive response to the strong political interest and commitment of the international community."

Boutros Boutros-Ghali
Secretary-General of the United Nations

Yokohama Concludes Plan of Action for a Safer World

"Natural disasters do not occur in a vacuum. They are intricately linked to human decisions"

The Conference adopted the Yokohama Strategy for a Safer World, which includes an Action Plan to the year 2000 and beyond, to limit the devastating impact that disasters have on our environment, development and health.

"Awareness of the potential benefits of disaster reduction is still limited to specialized circles and has not yet been successfully communicated to all sectors of society, in particular policy makers and the general public" due to a lack of attention to the issue, insufficient commitment and insufficient resources for promotional activities at all levels.

Nevertheless, activities during the first years of the 1990-2000 International Decade for Natural Disaster Reduction in the fields of training, technical applications and research at local, national and international levels, as well as in regional cooperation, have had positive results in some regions in reducing disaster losses.

These are among the conclusions reached by the World Conference on Natural Disaster Reduction. A final document containing "Guidelines for Natural Disaster Prevention, Preparedness and Mitigation", comprising a *Yokohama Strategy and Plan of Action for a Safer World* was adopted.

The document, which emphasizes the importance of "community-based approaches" for the second half of the Decade, assesses the status of disaster reduction midway into the Decade, proposes a strategy to the year 2000 and beyond, and contains a plan of action for activities at the international, regional and subregional levels, as well as recommendations for follow-up action, including the convening of a review conference on natural disaster reduction at the end of the Decade "in order to map a strategy for continued disaster reduction activities into the twenty-first century".

At its concluding meeting, the Conference adopted its final document, as orally amended, as well as a "Yokohama Message", and recommended their endorsement by the General Assembly at its forty-ninth session later this year.

In his concluding remarks, the Secretary-General of the Conference, Dr. Olavi Elo, said the real follow-up to the Conference would be in the countries themselves. The final verdict on its outcome would be determined by how much safer the world would be for its people in the twenty-first century.

The UN Under-Secretary-General for Humanitarian Affairs, Peter Hansen, said the documents adopted by the Conference would have an impact on inter-governmental authorities in the United Nations and on national capitals, but most importantly on local communities. The hope that prevention would become a priority task must be turned into action. The Conference had been a success because discussion was concentrated at the national and regional levels. The information gained must not be lost.

The "Yokohama Message" adopted on 27 May contains a summary of the outcome of the Conference. By that text, the Member States of the Conference affirmed that the impact of natural disasters in terms of human and economic losses had risen and society had become more vulnerable to such disasters. The hardest hit and least able to cope were the poor and socially disadvantaged.

Disaster prevention, mitigation, preparedness and relief were interrelated and they contributed to and gained from the implementation of sustainable development, according to the document. Since disaster prevention was better than disaster response in achieving the goals of

"Resources are shrinking. Disaster threats are growing. The time is right for preventive thinking."

Peter Hansen, UN Under-Secretary-General for Humanitarian Affairs.

World Conference on Natural Disaster Reduction

the Decade, nations should incorporate that principle in their development plans along with efficient follow-up measures.

Member States also affirmed that regional and international cooperation would help to mitigate disasters through the transfer of technology and sharing of information, which should be made freely available. The document notes that information and some technology could be transmitted at low cost. In addition, community involvement should be encouraged in order to understand what would favour or hinder disaster reduction and preservation of the environment in each case, and to assist in finding effective means to reduce the impact of disasters.

The Strategy for the Year 2000 and Beyond, adopted by the Conference, calls for the accelerated implementation of a plan of action to include the development of "a global culture of prevention as an essential component of an integrated approach to disaster reduction". Also urged is the adoption of a policy of self-reliance in each vulnerable country and community, comprising capacity-building as well as allocation and efficient use of resources.

Other elements of the Strategy include education and training in disaster prevention, preparedness and mitigation; development and strengthening of human resources and material capabilities and capacity of research and development institutions for disaster reduction and mitigation; the identification and networking of existing centres of excellence so as to enhance disaster prevention, reduction and mitigation activities; and an improvement of awareness in vulnerable communities through a more active and constructive role of the media in respect of disaster reduction.

The *Plan of Action* calls on all countries, at the community and national levels to "express the political commitment to reduce their vulnerability" by means of "declaration, legislation, policy decisions and action at the highest level, which would require the progressive implementation of disaster assessment and reduction plans at the national and community levels".

The Plan urges nations to encourage continued mobilisation of domestic resources for disaster reduction activities; develop risk assessment programmes and emergency plans focusing efforts on disaster preparedness, response and mitigation; and design projects for subregional, regional and international cooperation.

Recognition of the need for adequate coordination of international disaster reduction activities is urged in the Plan, as is the strengthening of the mechanisms established for that purpose. International coordination, it adds, should relate, in particular, to the formulation of development projects which provide assistance for disaster reduction activities and their evaluation.

Of priority, the Plan states, is the establishment or improvement of national, regional and international warning systems and more effective dissemination of warnings. Effective coordination of international disaster management, in particular by the United Nations system, is paramount for an integrated approach to disaster reduction and should, therefore, be strengthened.

As follow-up, the Plan of Action requests the UN Secretary-General to submit an annual report to the General Assembly on progress made in the implementation of the Yokohama Strategy. ■

THE DEPARTMENT OF HUMANITARIAN AFFAIRS AT WORK MAY - AUGUST 1994

THE SITUATION OF INTERNALLY DISPLACED WOMEN IN SIERRA LEONE AND LIBERIA

The special consequences of internal displacement for women have been underscored by the findings of a Joint Mission to Sierra Leone and Liberia. The Mission, collaboratively undertaken by UNDP, UNIFEM, UNICEF, WHO and DHA, investigated the situation of internally displaced women in the two countries and found that, while displacement is traumatic and terrible for everyone, the impact on women is particularly harsh. This is true whether displacement is by flight to another country or forced evacuation of a community for another area in the country or origin.

The different impact on women is directly related to the responsibilities women have, in many societies, for the care and support of their families. As agriculturalists they have a major share of the burden for producing food for the family, and in their activities in the home they provide many aspects of the care that the family needs for survival. Under normal circumstances, these activities are usually carried out within the context of other tasks for which men and, sometimes, children are responsible. However, under abnormal circumstances of crisis and displacement, female-headed households become a dominant trend and all tasks become the responsibility of women. The new tasks added to the continued responsibilities for food security and primary care, despite the loss of their resource base, increases the vulnerability of women to sexual exploitation.

The special protection needs of women were also emphasized. In Liberia, the Mission found, women are targeted for special abuses because of both ethnicity and gender. Rape is used as a form of torture and many women are suffering psychological and physical trauma as a result. The team noted that protection issues are closely linked to assistance. The inadequacy of assistance for difficulties in distribution and delivery means that women have to provide sexual favours in order to feed their families. Some women are forced into prostitution as their only means of earning a livelihood. The implications are clear for infection with STDs and HIV/AIDS. The Mission therefore reaffirmed the integral relationship between assistance and protection and for strategies developed by humanitarian and relief agencies to give both due attention.

FRAMEWORK FOR DHA/DPKO COOPERATION IN HUMANITARIAN AND PEACE-KEEPING OPERATIONS

DHA and the Department of Peace-Keeping Operations (DPKO) have drafted and are now beginning to implement a framework for interaction among planning and desk officers of the two Departments, for early warning analysis, operational planning, monitoring and evaluation in situations of common interest. This arrangement was worked out informally over three months of staff consultations.

Current lists of desk officers and assignments have been exchanged between DHA and the DPKO Mission Planning Service (MPS), and the Departments have "integrated" their respective timing and content of the consultative processes at key decision points through the planning and implementation phases of humanitarian and peace-keeping operations.

The Field Administration and Logistics Division (FALD) of DPKO also participated in the consultations. The Department of Political Affairs (DPA) is being approached with a view to their participation in the arrangement.

The types of interaction envisioned in the framework include exchanges of information, staff consultations, as well as inputs into the preparation of the other Department's reports and plans, when appropriate. This cooperation will extend into the operations phase - a humanitarian work station in the DPKO Situation Centre, for example, will be available as a 24 hour information link between DHA New York and humanitarian coordinators in the field.

A note on this arrangement and the "integrated" flowchart are being circulated to UN humanitarian agencies for discussion and approval, and it is expected that the matter will be scheduled for consideration at the upcoming IASC meeting. It is hoped that the framework will be in place and functioning by the middle of 1995.

DEMOBILIZATION AND RE-INTEGRATION

The pace and nature of a demobilization programme has major implications for those who have most to gain from the cessation of conflict and the development of peace. In situations where many people have been uprooted and displaced for long periods of time, their willingness and ability to return home may well depend on the extent to which combatants lay down arms and commit themselves to peaceful pursuits.

However, to-date, much of the planning concerned with demobilization tends to focus on the logistics of cantonment, arms collection and discharge with inadequate attention to the social and economic aspects of re-integration.

Given the need for comprehensive planning, adequate funding and coordination mechanisms which facilitate and synchronize inputs and activities. DHA, in consultation with the IASC, will bring together available expertise and knowledge to identify general principles, models and modalities for the formulation of Guidelines which will assist in the development of country-specific demobilization and re-integration programmes.

HUMANITARIAN EARLY WARNING SYSTEM (HEWS)

General Assembly Resolution 46/182 focused attention upon the importance of early warning to preparedness in the United Nations, and more specifically on the need for "the systematic pooling, analysis, and dissemination of early-warning information." Towards fulfilling these needs, DHA continues in its efforts to develop HEWS, the Humanitarian Early Warning System, whose purpose is to identify potential crises with humanitarian implications.

The system will compile and analyze information from several and varied sources. HEWS will be rooted in a comprehensive database which will itself consist of information input according to a thorough set of indicators. While able to generate country and region profiles, what will ultimately emerge from the system's analysis process is some indication as to the risk of a humanitarian emergency. The signals thus generated will become the subject of further examination. In this way, HEWS promises to be a tool by which DHA can better accomplish its mission in collaboration with all relevant organizations.

DHA's HEWS does not attempt to duplicate similar efforts made by other agencies, but rather to coordinate and integrate them into one network system. For this reason, HEWS is unique and its plan has been well received by relevant UN and international organizations. Collaboration among these organizations through DHA's HEWS will make possible both the collection and exchange of information as well as the proper interpretation of data by specialists. As a central processing organ, DHA's system promises to fulfill a much-needed coordination role in the area of early warning information related to impending humanitarian crises. By bringing together the expertise of several actors, HEWS will promote continued and further collaboration between and among DHA and its many partners.

RELIEF ACTIVITIES AROUND THE WORLD

AFGHANISTAN - EARTHQUAKE

The seismic event affected the North-Western provinces of Balkh and Jowzjan, district of Mazar-i-Sharif, with a total population of about 250,000. 160 were killed, 330 injured, 20,000 houses and 260 public buildings were damaged or destroyed. DHA issued one information report.

BANGLADESH - CYCLONE

On 2 May in the early morning a cyclone with a velocity of more than 210 km per hour struck the coastal area of Cox's Bazar of Bangladesh. The districts of Cox's Bazar and Bandarban suffered extensive damage. On 3 May, DHA, following consultation with the UNDP office in Dhaka, dispatched an advance group of the UNDAC team to assist in assessment and coordination of relief activities. Additional members of the team were on stand-by ready for immediate dispatch, if required. Since the cyclone hit at low tide and due to early warning and subsequent evacuation of about 450,000 people, the loss of life was minimal. This was the first time, that the Government was able to meet the immediate emergency needs from domestic resources and therefore did not request international asssistance. DHA issued 4 information reports.

CAMBODIA - FLOODS

Following the floods which affected the Central provinces, the National Red Cross and the Government formed an *ad hoc* working group with UN agencies, NGOs and bilateral donors. Emergency food assistance was mobilized by the WFP and the Red Cross. FAO contributed rice and dried fish, UNHCR 2,000 plastic sheets, WHO medical kits and other medical assistance.

CHINA - FLOODS

On 8 June , a strong typhoon hit Southern China, triggering continuous heavy rains which caused widespread flooding in the Guangxi Autonomous Region as well as the Provinces of Guangdong, Hunan, Jiangxi, Zhejiang and Fujian. More than 1,000 people died and 70 million were affected. Direct economic losses were estimated at US $6 billion (according to the official Government report as of 27 June) following what is reported to be the worst disaster in southern China in the past four decades.

On 17 June, DHA was informed that the Chinese Government would welcome international assistance, and immediately began to issue Situation Reports to alert the international community about the magnitude of the disaster. A DHA emergency cash grant was made available to initiate international assistance for the affected population. At the invitation of the Minister of Civil Affairs, a Four-member UNDAC Team was

dispatched to China to assist the UNDP/DHA Resident Representative in mobilizing and coordinating the international aid. Contributions reported to DHA totalled more than US $ 56 million, including US $0.8 million channelled through the UN system for a joint project with the Ministry of Civil Affairs to provide relief and rehabilitation assistance.

Heavy rainstorms and flooding were also reported throughout July in Northern provinces of Heilongjiang, Jilin, Liaoning and Inner Mongolia Autonomous Region. The Government reported that 12.7 million people were affected and 123 people killed. Economic losses were estimated at US $0.93 billion. No demand for international assistance was requested for these areas.

Southern China suffered the consequences of a series of strong typhoons through the months of July and August and DHA was monitoring the situation closely and issued 7 situation reports (as of 12 August).

Photo O. Almgren/DHA

China - Rainstorms

In May heavy rainstorms hit several Municipalities and Prefectures in Fujian Province in South China causing serious flooding. 1.98 million people were affected, 86 were killed, 579 severely injured and 15 missing. 65,000 housing units were destroyed and 293,000 severely damaged. The disaster also damaged 113,000 ha of crops, killed 300,000 heads of livestock and caused extensive damage to road and communications infrastructure.

Colombia - Earthquake

On 6 June a strong earthquake measuring 6.4 on the richter scale and lasting 40 seconds hit Colombia 200 km southwest of Bogota. The effects of the earthquake were greater than initially thought. Mudslides which swept down the Paez River valley swept away 2 villages. 271 people were reported dead, 158 injured, and 1,700 missing. The disaster area covered 12 Municipalities in the Cauca Department and 6 in Huila Department of which 1,664 houses were destroyed, 3,160 damaged and 15 buildings destroyed. The initial emergency phase was managed with national resources but was delayed by the remoteness of areas. Initial losses were estimated at US $36 million. The Government declared a state of emergency and allocated US $2.4 million for relief needs.

At the request of the Government, the DHA Regional Disaster Management Expert and UNDP/DHA Deputy Resident Representative from Quito travelled to Colombia to assist in relief coordination. DHA with the support of the Italian Government organized an airlift of relief supplies to Bogota from its Pisa Warehouse.

1,185 tons of relief supplies were airlifted by eighteen helicopters, eight aircrafts, and thirteen search and rescue teams. 2,800 people were involved in relief an coordination work at all levels. However, as of early July, approximately 24,797 affected people were still residing in 119 camps consisting mainly of makeshift plastic covers, while an additional 7,515 people were in temporary shelters and buildings.

International assistance to the victims of the earthquake and mudslides was valued at US $4.3 million. This included a DHA emergency grant of US $30,000, as well as contributions of US $114,626 from the Governments of United Kingdom, the Russian Federation and the Sasakawa Foundation. DHA issued 10 situation reports.

Shipment to Colombia: In the framework of the floods which affected Colombia in June, a request from the Resident Representative for various shelter and basic relief items was received in DHA Geneva. An airlift, consisting of over 12 tons of tents, generators and water tanks, donated by the Italian Government for a total value of over US $132,000 was therefore organized from Pisa.

Cuba - Floods

At the end of May serious flooding in eastern Cuba killed 12 people. 38,600 persons along with 172,443 animals were evacuated, 38,726 houses were affected and 4,370 destroyed. More than 100 km of road as well as numerous bridges were destroyed. Sugar production was disrupted due to the flooding of 3,866 ha of agricultural land. DHA issued one information report.

India - Floods

A series of torrential rains triggered extensive floods in various areas of India. The first wave of rains came between 1 and 6 June. The second wave hit on 16 June. Then followed continuous rains causing floods throughout the month of July. 720 people died, 6.7 million people were affected and 233,700 houses were damaged/destroyed. More than 60,000 people were marooned by floodwater. Indian Army motorboats and Air Force helicopters were mobilized to rescue people stranded by flood waters. The Government did not seek international assistance. DHA issued 3 information reports.

On 17 August, heavy rains in Uttar Pradesh State induced further floods/landslides and 20 people died. In Himachal Pradesh State landslides triggered by heavy rains killed 16 people. As of 18 August, the total number of deaths throughout India during the monsoon season was estimated at 895. The total number of people affected was over 12 million. DHA issued 4 information reports.

INDONESIA - EARTHQUAKE

On 2 June, an earthquake measuring 7.2 on the Richter scale hit South Java. Aftershocks followed on 3, 5 and 6 June. A tsunami caused by the earthquake affected the Districts of Banyuwangi, Jember and Tulungagung. 222 people were killed, 17 missing and 440 wounded. 1 355 houses were destroyed, 102 severely damaged and 15 slightly damaged. 768 fishing boats were wrecked or damaged. The earthquake/tsunami affected 1,656 household and the total loss was approximately estimated at US $2.2 million. DHA issued 4 situation reports.

IRAN - EARTHQUAKE/FLOODS

In June, an earthquake measuring 6.0 on the Richter scale hit Southern Iran. Two people were killed, more than 100 injured and dozens of villages suffered substantial damage. DHA issued 1 information report.

In July floods affected the southeastern provinces of Sistan and Baluchistan. 24 people were reported dead. Numerous houses were damaged in villages of Iranshahr, Ilkshahr, Saravan, Khash and Chahbahar. Roads were disrupted and the Ghasrband flood control dam damaged. DHA issued 1 information report.

MONGOLIA - FLASH FLOODS

On 10 August, flash floods hit 3 districts in the capital city of Ulan Baator. Numerous houses and traditional tents were destroyed, roads and bridges were disrupted and shopping districts inundated. Preliminary reports indicated 5 deaths. DHA issued 1 information report (as of 12 August).

MYANMAR - CYCLONE

A cyclone hit the Rakhine State of Myanman. Seventeen were killed, 8,872 houses were damaged or destroyed and in total 64,970 persons were affected. 82 schools, 24 hospitals and more than 8,000 residential buildings were damaged. DHA issued 2 information reports.

PAKISTAN - TORRENTIAL RAINS

Since the beginning of July, for more than one month, Pakistan was severely affected by continuous rains and floods. Major cities such as Islamabad and Karachi suffered from floods. More than 40 people were killed, numerous houses destroyed, roads and communication lines disrupted. The Government of Pakistan did not request international assistance (as of 12 August). However, DHA closely monitored the situation and issued 3 information reports.

PHILIPPINES

■ TROPICAL STORM 'GADING'

Tropical storm 'Gading' hit the Metro Manila Area and several provinces in Luzon on 23 June and inundated low lying areas. 2 people died, 24,000 were affected, and evacuation centres were set up to provide temporary shelter for the population. DHA issued 1 information report.

■ TYPHOONS 'TIM', 'VANESSA' AND TROPICAL STORMS 'YUNYA', 'PASING'

Six successive typhoons and tropical storms - from Typhoon 'Tim' (which hit Philippines on 7 July) to 'Pasing' (2 August) caused widespread destruction in the country. Heavy rains led to floods and triggered lahar flows in the Mt. Pinatubo area. They also induced secondary explosions of pyroclastic deposits on Mt. Pinatubo, with ash columns reaching a height of 2,000 metres. The Government reported 68 people dead, 274,474 affected, 339 houses totally and 489 partially demolished. Damage to agriculture was estimated at US $1.23 million and damage to infrastructure at US $1.61 million. The Government did not request international assistance. DHA issued 4 information reports.

VANUATU - EARTHQUAKE

An earthquake occurred in Vanuatu computed by the US Geological Survey at the magnitude of 7.3 on the Richter scale. National Survey Team visited the Islands of Malakula, Ambrym, Pentecost and Epi. In some locations the earthquake caused minor landslides. No people were reported dead or injured. DHA issued 2 information reports.

YEMEN REPUBLIC - ARMED CONFLICT

In response to the armed conflict in the Republic of Yemen which started on 5 May and at the request of the Government, DHA led a UN inter-agency mission from 21 to 30 July with representatives from UNDP, WHO, UNICEF, FAO and WFP. The team was divided into two groups to carry out field assessments to ascertain the situation in Aden, Lahej, Abyan, Hadramaut, Shabwa and Taiz governorates. The mission met with the highest authorities in all governorates and enjoyed the full cooperation of the Government and of the UNDP Office in Sana'a.

Despite the cessation of hostilities on 7 July, the presence of land mines continues to threaten the lives and livelihood of civilians and is hampering efforts to restore vital water and electricity supplies to Aden and Abyan, areas where some of the worst effects of the crisis were registered. Health, water and sanitation, food aid and agriculture, education, children in especially difficult circumstances and demining are the technical sectors for which international assistance is urgently requested.

On 30 July , DHA arranged an emergency relief flight of 24 tons of goods. The shipment included 18 tons of blankets, water-tanks, plastic sheeting, electric generators and hand

Mr. R. Souria, Chief of the Relief Branch, in Yemen.

tools for farm work, donated by the Government of Italy , and 6 tons of medical supplies as part of UNICEF response.

An Inter-Agency Appeal was launched simultaneously in New York, Geneva and Sana'a on 16 August to meet the most urgent humanitarian needs for 375,000 persons, through February 1995. Taking into account relief assistance already provided by the Government, various donors and relief organizations, the Appeal amounted to US $ 21,715.240.

AIRLIFT TO YEMEN: In the framework of an inter-agency assessment mission led by DHA, various needs were identified in order to alleviate the needs resulting from the civil war between North and South Yemen. Nearly 19 tons of various agricultural tools, generators, blankets, plastic sheeting, thermic containers, electric cables and water tanks, of a total value of nearly US $80,000 were immediately released from the DHA Pisa Warehouse stocks donated by Italy. Simultaneously, arrangements were made with the UNICEF Warehouse of Copenhagen to receive a further 7.5 tons of pharmaceuticals and medecines of UNICEF in Pisa, for a value of over US $65.000.

RESPONSE TO ENVIRONMENTAL ASPECTS OF EMERGENCIES

Since 1 July, the DHA Emergency Response system, in addition to its usual services, also covers environmental aspects of emergencies including industrial accidents. This enhancement of the United Nations emergency response has become possible due to an arrangement between UNEP and DHA and following consultations with Member States. Accordingly, a joint UNEP/DHA Environment Unit has been set up in DHA in Geneva. The Relief Coordination Branch with UNEP retain substantive responsibility for dealing with environmental matters and DHA assures operational coordination.

This joint UNEP/DHA initiative aims at improving and complementing the existing international response capacity to help countries in coping with environmental aspects of emergencies not covered by other existing arrangements. Established DHA systems and mechanisms will be applied and adjusted, as required, for mobilizing and coordinating international assistance and for acting as a non-operational broker, information-clearing house and facilitator of initial and post-emergency assessment.

Concerned countries can, from now on, address requests for information and/or international assistance in dealing with environmental aspects of emergencies directly to DHA or through the UNDP/ DHA Resident Representative/United Nations Office in the country concerned.

DISASTER MITIGATION AND MANAGEMENT PLANNING

LATIN AMERICA - ARGENTINA

A new Chief Technical Adviser of the DHA Disaster Mitigation Programme in Argentina has been appointed as of 1 July 1994. The CTA will co-ordinate the timely and adequate execution of the project activities in close co-operation with the National Civil Defence and the Ministry of the Interior. This assignment was preceded by a mission of the DHA Regional Disaster Mitigation Specialist, who visited Argentina from 15 to 30 June in order to advise on a Memorandum of Understanding between DHA and the Ministry of the Interior, which expressed a strong commitment on behalf of the Government to support the DHA project.

COLOMBIA

Within the framework of the DHA Disaster Mitigation Project in Colombia, the Disaster Mitigation Branch has arranged for a Working Convention to be signed between the National Emergency Office, the Municipality of Caldas, the University of Caldas and the Seismic Engineering Association of Colombia.

This Convention was signed in June. It defines a timetable and the responsibilities for the elaboration of the seismic risk zoning and structural vulnerability studies for the earthquake-prone regional capital Manizales.

ECUADOR

Following the request sent to DHA by the Office of the President of Ecuador, the DHA Regional Disaster Mitigation Specialist, based in Quito, has recently provided advisory assistance to the Government of Ecuador in preparing a proposal on "National Disaster Prevention, Rehabilitation and Response System" in Ecuador.

PERU

A senior expert in volcanology, carried out a two weeks consultation mission to Peru in May . The expert visited Lima and Arequipa to advise the national authorities, and participated in the DHA Disaster Mitigation Programme in Peru, on the methods to assess volcanic hazards, evaluate risks and to

propose protective measures for the Misti volcano area. He also briefed the local institutions in Arequipa on how to install the volcanic monitoring equipment.

DHA Regional Disaster Mitigation Office for Latin America

The DHA regional disaster mitigation expert presented a series of lectures in Ecuador related to *"Disaster Vulnerability and Environmental Safety"*. He was an invited speaker at seminars organized by the National Congress of Ecuador in June 1994.

Central and Eastern Europe: Slovakia

A staff member of the Disaster Mitigation Branch served as speaker-facilitator in the *"International Workshop on Civil Protection Measures"*, hosted by the Ministry of the Interior of the Slovak Republic from 13 to 17 June . He assisted in organizing and implementing the above workshop and presented a paper on "Disaster Prevention and Preparedness and DHA Operational Activities". The workshop was sponsored by DHA and the NATO Civil Emergency Planning Directorate.

Uganda: Earthquake Monitoring and Hazard Assessment

Further to the engineering assessment and recommendations already made on how to improve the earthquake resistance of structures, the second mission, undertaken by a seismologist, was completed and the report submitted in late May.

Special Emergency Programmes

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UN Office for the Coordination of Humanitarian Assistance to Afghanistan

Afghanistan has never experienced a humanitarian crisis such as the one caused by the fighting which broke out in Kabul on 1 January 1994. Seven months later, the warring parties continue to regularly attack each other's positions in the city. Caught in the crossfire, the civilian population has suffered greatly. Random bombing, serial bombardment and street fighting have left over 4,000 dead and more than 21,000 injured in the first half of this year. More than half a million people have had to abandon their homes. At least 300,000 of them are sheltered with relatives or friends in other parts of the city, while some 60,000 have taken refuge in abandoned buildings, schools and mosques.

Over 200,000 Kabul residents have fled eastwards to Jalalabad, the capital of Nangarhar province. Some 120,000 of them are currently accommodated in the Sar Shahi camp established by UNHCR in January 1994 on a barren plot of land ten kms from Jalalabad city. UNOCHA has continued to coordinate the delivery of UN assistance to the camp population, in the form of shelter, food aid, emergency health and sanitation. Its Mine Clearance Programme has cleared the area of mines and unexploded ordonance. One of the main concerns in the camp is the water supply. As at 31 July, residents were receiving 14.2 litres per day per person, well below the 20 litres recommended. UNOCHA took over the management of the camp from UNHCR on 1 August, 1994. In addition to those accommodated at Sar Shahi, some 100,000 displaced persons from Kabul have sought refuge in Jalalabad city. Assistance is being provided to them through a subsidized bread programme run by the World Food Programme (WFP).

The continuing economic blockage imposed on parts of Kabul city has resulted in a sharp increase in the prices of food and other essential items, which are now far beyond the reach of the majority of the people. Recent reports from UN national staff in Kabul speak of children going from house to house to beg for bread. The blockage has meant that the UN has been able to deliver to Kabul only a small part of the intended aid. After lengthy negotiations with the Afghan parties concerned, 20 UN convoys managed to reach Kabul in the first seven months of 1994, carrying over 7,000 tonnes of WFP wheat as well as 100 tonnes of supplementary foods and medical supplies from UNICEF, 90 tonnes of medical supplies from WHO and 55 tonnes of relief materials from the UNCHS (Habitat). The International Committee of the Red Cross (ICRC) and a number of NGOs have distributed these supplies to the most needy population. Part of the wheat has been used to carry out food-for-work activities to improve the water supply and sanitation in the city.

In April 1994, UNOCHA issued an Appeal for the period through September 1994, requesting US $25.5 million to address the new humanitarian crisis and US $36.6 million to support ongoing humanitarian programmes. As at 31 July 1994, US $19.8 million had been pledged. Additional support from the international community is urgently required to enable the UN agencies to continue to meet the most pressing humanitarian needs in the country.

Since the evacuation on 8 January 1994, missions of international staff to Kabul have only been possible during a formal cease-fire declared for the visit of the United Nations Special Mission. This lack of an international presence has slowed down the delivery of humanitarian aid to the city. However, in other areas of the country UN humanitarian assistance as well as clearance of mines in 19 provinces continued during the summer. International staff were resident in Herat, Jalalabad and Mazar-i-Sharif, while missions took place regularly to Bamiyan, Faizabad, Kandahar, Khost and other areas.

The Special Mission despatched by the Secretary-General, led by Ambassador Mahmoud Mestiri and with Mr. Sotirios Mousouris as Deputy Head, visited the region from late March to late April 1994, and returned to the region on 22 July for the second phase of their work. The mandate of the Special

Mission is to "canvass a broad spectrum of Afghanistan's leaders to solicit their views on how the United Nations could best facilitate national rapprochement and reconstruction and report to the Secretary-General their findings, conclusions and recommendations for appropriate action". the Progress Report of the Special Mission was issued in New York on 6 July.

Special Emergency Programme for Iraq

During the period 1 May - 15 August 1994, the overall economic situation in Iraq continued to deteriorate further, due to increasing difficulties encountered in the financing of essential imports and the limited availability of commodities and spare parts in the local market. Food prices have increased by an average of 70 per cent during the period February-May 1994. In the northern Governorates, in addition to the very limited supply of food rations and other relief commodities reaching the population in this area, additional hardship was experienced due to internal fighting between members of the two main political parties, in particular in the Suleimaniyah and Erbil Governorates where it was reported that some 30,000 persons had fled their villages and camps/shelters for security reasons. As a result, during May and early June 1994, some project sites became temporarily inaccessible to UN/NGO international and local relief personnel. However, since the end of June, a cease fire agreement was reached between the parties in conflict and only two sporadic incidents were reported.

The Inter-Agency Humanitarian Programme in Iraq is currently facing a financial crisis. Donor's response to the Appeal issued on 1 April 1994 has been inadequate with only 20.5 per cent of overall programme requirements (US $288.5 Million) covered mainly by allocations of "matching" funds, new voluntary contributions and by carry-over funding from the previous phase. The Under-Secretary-General for Humanitarian Affairs called this situation to the attention of the donor community in a letter dated 5 May 1994. The matter was also raised during a Donor Consultation meeting in Geneva on 17 June 1994, and in New-York during a follow-up donor meeting on 28 June 1994. It was emphasized that, without immediate response, relief and humanitarian activities will be severely affected and reduced in all sectors covered by the Programme. One of the most adverse consequence resulting from this situation has been the decision to reduce, effective August 1994, the strength of the UN Guards Contingent in Iraq to 150 Guards only. This decision was duly implemented and by 14 August 1994, 84 Guards had been repatriated to their respective countries of origin.

Despite the limited financial resources put at the disposal of the Programme, UN Agencies' project implementation during the period remained at a satisfactory level as commodities ordered during the previous phase of the Programme

Photo: A. Roulet/UNHCR

continued to be delivered. It is estimated that food supplies in northern Iraq may be sufficient to cover requirements until the end of the year 1994. However, additional resources are needed to cover the rest of winter requirements and the needs in central and southern Iraq until March 1995. In terms of fuel requirements in northern Iraq for the coming winter period, it is foreseen that these will be fully covered with previously announced contributions.

In relation to priority areas requesting emergency assistance for the coming months, the health sector must receive the highest attention as the scarcity of essential drugs and medical supplies is most widely reported from all parts of the country. The lack of medical supplies is aggravated by the inadequate supply of potable water and poor sanitation facilities due to the unavailability of equipment and spare parts to significantly rehabilitate water, sewage and related electricity supply systems. The other high priority concerns are basic food supply (particularly for the coming winter) and the reduction of malnutrition, support to the agricultural sector to promote local food production, assistance to returnees/refugees and the resettlement of displaced families.

With regard to DHA's assistance to the Humanitarian Programme in Iraq during the reporting period, operational support and coordination services were provided to UN Agencies and programmes as well as to NGOs involved in the implementation of relief and rehabilitation activities, through the Iraq Relief Coordination Unit (IRCU) located in Baghdad and the Special Emergency Programme for Iraq (SEP-IRQ), DHA Geneva. The Chief, SEP-IRQ, chaired the Inter-Agency Working Group on Iraq, which meets in Geneva on a bi-monthly basis (146 meetings held to-date).

The Department of Humanitarian Affairs also provided policy guidance at headquarters' level in New York. DHA continued to provide field coordination in the North, through a Field Delegates' structure covering the Erbil, Dohuk and Suleimaniyah Governorates. Also, DHA continued to operate a Convoy Coordination Unit in southeastern Turkey to oversee humanitarian convoy movements.

SPECIAL EMERGENCY PROGRAMME FOR THE NEWLY INDEPENDENT STATES

The Consolidated Inter-Agency Appeal was launched in Geneva on 29 May 1994. As of 29 July, donor contributions towards the US$ 100.3 million Appeal amounted to 40.1 percent for Tajikistan and 30.6 percent for the Caucasus. It is hoped that the shortfalls will promptly be remedied. The plans for bringing relief during the winter months would be seriously curtailed if the implementation of humanitarian programmes is hampered due to lack of funds.

During the period May-July 1994, DHA efforts have been focused on promoting effective coordination of humanitarian activities in the field and improving reporting and information sharing. Inter-agency meetings have been put in place in all four countries covered by the Appeal.

TAJIKISTAN

DHA fielded a Humanitarian Affairs Officer (HAO) to Tajikistan in June and was able to achieve substantial progress in establishing coordination mechanisms among UN Agencies and Programmes, NGOs, bilateral donors and other organisations. In addition to weekly inter-agency meetings, humanitarian partners are meeting regularly in sectoral working groups.

One example of the inter-agency effort in Tajikistan was the cholera prevention campaign launched throughout Tajikistan at the end of June under the leadership of WHO. Some of the partners involved in this effort have been UNHCR, UNICEF, Relief International and Save the Children-US.

DHA has reported on activities in Tajikistan in two situation reports so far. They were issued in early June (covering the period April-May) and at the beginning of July (for the month of June). As of the end of August, DHA will have a permanent Humanitarian Affairs Officer based in Dushanbe.

THE CAUCASUS (GEORGIA/ARMENIA/AZERBAIJAN)

DHA has strengthened the capacity of the Resident Coordinator/DHA Humanitarian Coordinator in Georgia with a Humanitarian Affairs Officer, who arrived in Tbilisi in early July. An Assistant HAO was also fielded in mid-August. The DHA Field Coordination Unit will have countrywide as well as regional responsibilities.

Coordination meetings of all UN Agencies are held by the Resident Coordinator/DHA Humanitarian Coordinator in Georgia every week. A number of meetings are also held on a regular basis in the various sectors including food aid, health and non-food issues. The Government's Aid Coordination Meeting, attended by UN Agencies and NGOs, is held every fortnight.

DHA initiated discussions with UN Agencies, government and NGOs during the month of July to review responsibilities and roles and see how Agencies can best work together. In parallel, a joint proposal was elaborated by DHA, the International Organisation for Migration (IOM) and Save the Children-US for strengthening the capacity of the Government of Georgia to manage humanitarian assistance..

DHA is also holding weekly inter-agency meetings in Azerbaijan. The DHA Field Coordination Unit in Baku was established in early August by DHA staff assigned to Baku as an interim measure for one month. A Humanitarian Affairs Officer is expected to be in place in Azerbaijan in early September.

In Armenia, where the DHA Coordinator has been chairing inter-agency meetings on a bi-weekly basis, efforts to put in place a DHA coordination unit will be initiated during a visit to Yerevan of the regional officer based in Georgia in mid-August.

A situation report on humanitarian activities in the Caucasus was issued by DHA in mid-August covering the period April-July. DHA is currently developing formats for regular reporting on humanitarian activities in the Caucasus, as well as in Tajikistan, in following up on the Consolidated Inter-Agency Appeal.

INFORMATION AND COMMUNICATION

19TH INTER-AGENCY PROCUREMENT WORKING GROUP

DHA was represented at the 19th Inter-Agency Working Group (IAPWG), organized by the Inter-Agency Procurement Services Office of the United Nations Development Programme (UNDP/IAPSO) in Helsinki (Finland) from 16 to 20 May . This meeting gathered the chiefs of the Procurement Sections/Units/Groups of the whole United Nations system (30 offices present) plus the Office of Legal Affairs (OLA) of New York. Among others, the agenda included a report of IAPSO on the "Emergency Relief Items Catalogue", of which three chapters have already been finalized, and the related DIRE database. In the framework of this meeting, DHA also took part to the "Business Contact Days", organized with Finnish suppliers, and was presented a number of products related to emergency help.

IAPSO - MEETING OF THE WORKING GROUP ON FOOD ITEMS

A DHA representative took part in the meeting of the Technical Committee on food items, held in Rome on 27 and 28 June, in order to finalize the discussions on standard

specifications of food items for emergency and disaster situations. These are to be included in the "Catalogue of Items for Emergency Relief", being finalized by the Inter-Agency Procurement Services Office of the United Nations Development Programme (UNDP/IAPSO), in cooperation with DHA.

Coordinating Committee Meeting between DHA and JICA

On 4 and 5 July, a consultation team from the Japan International Cooperation Agency (JICA), visited DHA in Geneva. A series of discussions was held on the use of the Pisa Warehouse and the release of Japanese-donated relief goods. Prior to the meeting, the team visited the warehouse to inspect the relief materials in stock.

Inspection of the Pisa Warehouse

On 4 August 1994, Under-Secretary-General Mr. Peter Hansen was accompanied by a senior staff member of the Relief Coordination Branch at the inspection of the Pisa Warehouse. The Italian Government was represented by Messrs. Di Maio, Barattolo and Alessi. Mr. De Trovato announced that one of the two warehouses at the Civilian Airport would be granted "duty-free" status, which is an important step forward. The issue of a plane for DHA Pisa was discussed and a number of options were mentioned. During the press conference, which was attended by several journalists, two regional TV and one national TV, Mr. Hansen reviewed the important role of Pisa in humanitarian operations.

Rome - Signature of a Memorandum of Understanding

On 9 and 10 August , USG Hansen together with a senior staff member of the Relief Coordination Branch, met in Rome with high officials of the Italian Government, WFP, and FAO. He signed with the Italian Under-Secretary of State for Foreign Affairs, Mr. Franco Rocchetta, a Memorandum of Understanding on the Italian pledge of 7 billion lire (about US $4.4 million) for the utilisation of the DHA Pisa Warehouse in 1994. In his encounter with Mr. Francesco Aloisi, the Director-General of the Development Cooperation, the USG reviewed the cooperation between DHA and Italy and current humanitarian challenges such as Rwanda.

In his meetings with Messrs. Ngongi and Everts, WFP Assistant Executive Directors (in the absence of Ms. Bertini) and their staff, a wide range of topics on United Nations Humanitarian Assistance Programmes (assessments and appeals, field coordination and reporting, current activities in Rwanda, Angola, Mozambique, Sudan, etc.) were reviewed.

The USG had an encounter with Mr. Diouf, the Director-General of FAO, in which early warning and prevention/ preparedness were discussed. Issues regarding FAO/DHA collaboration were examined in a subsequent discussion with Mr. Howard Hjort, Deputy Director-General and FAO staff.

Rwanda/Zaire

In support of the UNREO Office in Goma, Zaire, DHA dispatched a senior telecommunications expert (on secondment from the Swiss Disaster Relief Unit) and 200 kg of communications equipment from its stock in Geneva.

The UNIENET Corner

UNIENET: full internet participant by the end of 1994.

The UNIENET information system, administered by DHA, is currently in the process of moving onto the Internet and will be operational by December 1994. Offering on-line disaster related information, to Internet members, by means of interlinked distributed services such as: Gopher a "menu-driven" tool and the World Wide Web (WWW) a so-called hyper text media.
Electronic mail, bulletin boards, databases and on-line publications will be available to Internauts. UNIENET will be accessible via Internet, X.25 and dial-up. On-line information will be mainly available, however automated mailing list tools will also be provided.
Information on the following topics will be available:
Emergency Information on specific disasters, Emergency situation reports, press releases and consolidated appeals; Stock Piles of Disaster Relief Items; Emergency Directories: UN, National Emergency Response Offices (Governments), Major Donor countries (NERS), Search and Rescue Teams (SAR), NGO's and IGO's; Conferences and Meetings; Bibliograpy/Publications; DHA Documentation Center, Current disaster situation information; International Emergency Readiness and Response Information System (IERRIS), International Decade for Natural Disaster Reduction (IDNDR) and UN Disaster Management Training Programme (UNDMTP) information, etc.

Should you have any suggestions for specific topics to be included into the new system, please do not hesitate to contact us to the e-mail address below or fax: +41.22.9170023.

Should you need more information on UNIENET, please do not hesitate to contact your Network System Manager DHA - Geneva
Internet UNX002@cgnet.com

DMTP Corner

Disaster Management Training Programme

Several DMTP country workshops were completed successfully during this period - namely, those in Egypt, Pakistan, Myanmar, Thailand and Cambodia.

Positive results from the Africa RCI meeting held in Addis Ababa included the formal signing of co-operation agreements between the RCIs and the DMTP for Africa. Three RCIs - Centre Panafrican de Prospectives Sociales (CPPS), Intergovernmental Authority on Drought and Development (IGADD) and Southern African Development Community (SADC) signed immediately whilst three others - Comité Inter-Etats de Lutte contre la Sécheresse au Sahel (CILSS), Economic Community of West African States (ECOWAS) and Union du Maghreb Arabe (UMA) returned to their headquarters for the signing.

Special events

In collaboration with its technical partner, the University of Wisconsin Disaster Management Center, a third DMTP *Train-the-Trainers* workshop was held in May at which 12 new UN-cadre trainers were formed. At the same time, a Refresher Session for existing trainers took place in which the new trainers also participated, thus benefitting from an exchange of experience and knowledge. There are now about 40 UN-cadre trainers available to facilitate at DMTP workshops.

A second workshop designed for Resident Representatives in countries prone to slow onset disasters and complex emergencies was held in May in Nairobi, Kenya. Staff members of UNICEF, UNHCR, WFP and UNEP/Habitat also participated. Several basic principles were underlined - namely, that the UN system must improve the cohesion and effectiveness of its preparation for, and response to, complex emergencies; development concepts and interests need to be included in all the processes collectively known as the "relief-to-development continuum". The inter-relationship of emergency relief considerations and the development process will vary according to the dimension of the continuum being addressed. However, a failure to integrate the development dimensions will perpetuate relief needs, increase aid dependency and undermine the development process; the "development community" must accept the inextricable connection between poverty and/or inequity and the occurrence of disasters and emergencies. In addition, a systematic process of including vulnerability reduction dimensions into development policies and programmes must be initiated. Such vulnerability reduction programmes must be solidly based on thoroughly conducted hazard and risk assessments; and, finally, gender issues are of key importance in most dimensions of the continuum.

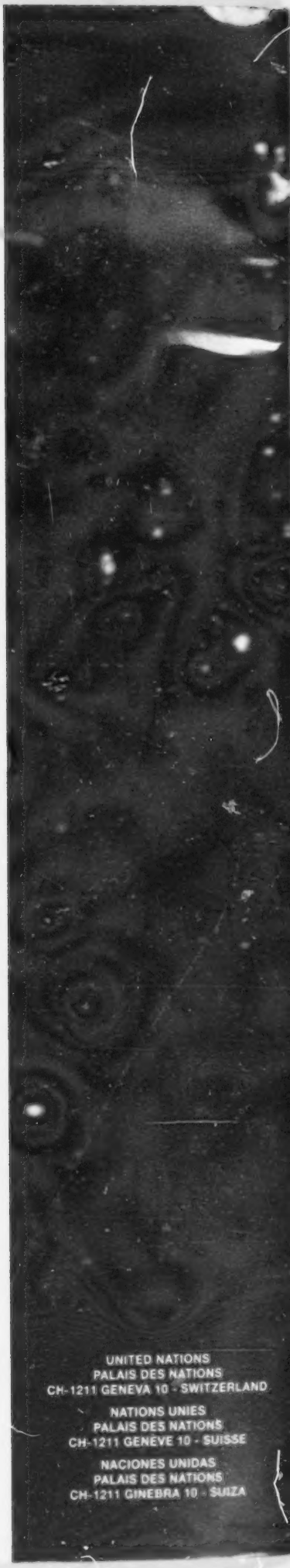
- At the request of the UK Overseas Development Administration, two one-day disaster management training workshops were held for general ODA staff covering disasters and development, mitigation, vulnerability reduction, response to natural disasters and response to complex emergencies.

- The third annual meeting of representatives of the Regional Collaborating Institutions (RCIs) with the DMTP joint management took place in Turin, Italy and provided an opportunity for discussing lessons learned from country workshops, country-level follow-up activities, experience gained from the Resident Representatives' workshops, reviewing accomplishments and planning for the future of DMTP.

- A staff member participated in the UNICEF training workshop for country offices in Central and Eastern Europe and NIS at which, for the first time in a UNICEF training activity, presentations were made on DMTP.

- The close co-operation already existing between DMTP and the donor community was further strengthened during a consultation in Geneva on 27 June, chaired by Mr. Peter Burton, Head of the Disaster Unit, Overseas Development Administration in the United Kingdom.

- An important event held in Ouagadougou, Burkina Faso in July was the first Regional Workshop for Francophone Countries in West Africa. Work was concentrated on ways and means of improving sub-regional co-operation/co-ordination in the emergency management field as well as on working out country-specific proposals for enhancing the capacity to deal with various types of disasters. Although more of an exchange and sensitization event than a training course, as such, a set of 10 recommendations were produced, of which the most important were: to entrust the sub-regional co-ordination of disaster management to CILSS; to put particular emphasis on disaster prevention through the standardization of methodologies for hazard mapping, information exchange, vulnerability assessment, etc.; to develop a regional strategy for the management of refugees and displaced people; to develop a regional training programme in disaster management for the Sahel using existing centres; to set up national and regional emergency funds; and to set up a Sahelian pest control force. The DMTP Africa Co-ordinator will define with CILSS ways and means of putting the workshop's regional recommendations into action. This will result in a project proposal put together by CILSS by end-July 1994.



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